



HM Government

# Integrated Communities Strategy Green Paper

March 2018





Integrated Communities Strategy Green Paper  
Building stronger, more united communities



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## Foreword from the Prime Minister

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When I addressed the country for the first time as Prime Minister, I promised to build a country that works for everyone, not just a privileged few. A country in which everyone, whatever their background, can go as far as their hard work will take them.

Britain is one of the world's most successful multi-ethnic, multi-faith societies. We can rightly be proud of this diversity, which has contributed so much to our culture and our economy, and has made us the strong, vibrant nation we are today.

But we cannot ignore the challenges we face. We still have a long way to go to tackle the inequalities and injustices that hold people back. It is not right that where you are born, who your parents are, or where you went to school should determine your outcomes in life. The government's groundbreaking Race Disparity Audit of public services reinforces the importance of addressing the inequalities that can act as barriers to integration and opportunity, barriers which prevent us from building a Britain where everyone has the chance to succeed.

We must also do more to confront the segregation that can divide communities. This undermines our unity as a nation and prevents those in isolated communities from playing a full part in society and benefiting from the opportunities that living in Britain brings.

This strategy sets out ambitious goals to tackle the root causes of a lack of integration – including a lack of social mixing in some of our neighbourhoods and schools, unemployment and poor English language skills. It calls on leaders across central and local government, civil society, business, and communities themselves to do more to promote integration and tackle the practices, attitudes and behaviours which isolate people and stand in the way of the society we want to build.

This is a moment for us to proudly promote the values that unite us – democracy, free speech, mutual respect, and the rule of law. These values allow us to enjoy our individual freedoms, to lead varied lives in diverse communities. But they come with a responsibility to respect the rights of others to live as they choose. This is why our multi-ethnic, multi-faith society has been so successful. These values must prevail.

For integration to be truly successful, we must also recognise that this is a shared endeavour. I would encourage all communities to engage on the proposals we are putting forward. We will listen carefully to you and will respond later in the year. In doing so, we are taking a vital step towards fulfilling the mission I have set out to make Britain a country that works for everyone.

A handwritten signature in black ink, which appears to be 'T. May', written in a cursive style.

The Rt Hon Theresa May MP  
Prime Minister





## Foreword from the Secretary of State



When I was a young child, I sometimes had to miss school so that I could go to the doctor with my mother. But it wasn't because I was ill. It was because more than a decade after arriving from Pakistan she still barely spoke a word of English and needed me – her six year-old-son – to translate for her.

For me, it was an early introduction to the way in which issues such as language skills create barriers to integration – and the very real impact that has on individuals.

The UK has always been a rich tapestry of diverse communities. Over many centuries successive arrivals have enhanced our country, making us stronger both culturally and economically.

That tapestry has long been held together by a strong thread of national identity. People are rightly proud of their roots and heritage but are also proud to play a part in society, helping to shape and define modern British life. It's no surprise to me that 85% of people report belonging strongly to Britain,<sup>1</sup> or that 81% agree that their local area is a place where people from different backgrounds get on well together.<sup>2</sup>

But we cannot afford to be complacent. Dame Louise Casey, in her comprehensive review into opportunity and integration, showed that the pace and scale of recent change has had an impact in local areas - placing pressure on services and leaving many feeling overwhelmed by the demographic shifts in their communities.

In too many parts of the country, communities are now divided. This reduces opportunities for people to mix with others from different backgrounds, allows mistrust and misunderstanding to grow, and prevents those living in isolated communities from taking advantage of the opportunities that living in Britain offers.

This government has an ambitious goal: to build strong integrated communities where people - whatever their background - live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. This strategy sets out how we plan to do so.

Eventually, my mother decided she'd be better off if she learned English. Today she's fluent, and gets so much from it – whether that's engaging with everything society has to offer or chatting happily with her grandchildren. She's still the same person she always was, but is so much more integrated, so much more involved in her community.

I want everyone in Britain to enjoy the same opportunities. To be able to retain pride in where they come from while being able to play a full and proper role where they are.

Together, we can build a stronger, more United Kingdom. And I want to hear from and work with the widest range of individuals and organisations as we seek to do just that.

The Rt Hon Sajid Javid MP  
Secretary of State for Housing, Communities and Local Government

## Introduction

# Building Integrated Communities

### Our vision

Britain is a great place to live. We want everyone to make the most of the opportunities that living here offers.

Over many centuries, we have welcomed migrants into Britain. Their contribution has enriched this country, from those who arrived from the Commonwealth, helping rebuild our post-war economy and becoming the backbone of the NHS, to the entrepreneurs, sporting heroes, scientists, pillars of our professions and public life and stars of stage and screen who are making their mark.

Whether we are celebrating as a nation, such as during the London 2012 Olympics or the Queen's Diamond Jubilee, or seeking support following last year's terror attacks and the Grenfell Tower tragedy, we have seen people from all backgrounds coming together.

It is therefore no surprise that 85% of people report feeling a strong sense of belonging to Britain and 81% say their local area is a place where people from different backgrounds get on well together.<sup>3</sup>

This is important because well-integrated communities are not just more harmonious places to live, but because the economic and social benefits – an extension of opportunity and prosperity, and lower levels of prejudice and hate crime – are enormous.

**Integration is not assimilation.** We want everyone to feel confident and proud of their identity and heritage. We want everyone to take advantage of the opportunities that Britain offers – especially women and girls who are too often denied these chances – while recognising and valuing their relationship with, and responsibility to, other groups and to our wider society.



This is what true integration looks like – communities where people, whatever their background, live, work, learn and socialise together, based on shared rights, responsibilities and opportunities.

This is what true integration looks like – communities where people, whatever their background, live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. Communities where many religions, cultures and opinions are celebrated, underpinned by a shared set of British values that champion tolerance, freedom and equality of opportunity. A society in which everyone is a potential friend.

These values – which include a proud history of defending people's right to practise their religion within the law – have helped make Britain what it is today, one of the most successful multi-faith, and multi-ethnic, societies in the world.

Integration is a two-way street. Everyone has a part to play in upholding these values. This includes not just the people who are already here, but those who want to make it their home.



Recent migrants should learn to speak and understand our language and values and seek opportunities to mix and become part of our communities. And resident communities, in turn, need to support them in doing this.

To achieve integration, and make the most of the opportunities on offer, recent migrants should learn to speak and understand our language and values and seek opportunities to mix and become part of our communities. And resident communities, in turn, need to support them in doing this.

This is especially important as we leave the European Union and seize the opportunity to create the kind of country we want to be: a global, outward-looking, connected nation, at ease with itself and others, built on the backbone of strong, integrated communities.

### The challenge

Evidence – which includes Dame Louise Casey's independent review into opportunity and integration – points to a worrying number of communities, divided along race, faith or socio-economic lines.<sup>4</sup>



Recorded hate crime has also increased. In 2016-17, there were 80,393 recorded hate crimes – a 29% rise against the previous year.<sup>5</sup> This is partly due to improvements in police recording hate crime; a greater willingness from people who witnessed hate crime to report it; and an actual increase in hate crime incidents. This matters, not just because these crimes are abhorrent in themselves, but because they spread fear and stop people playing their full part in communities.

But it's a complex picture. The government's groundbreaking Race Disparity Audit of public services shows that, despite improvement in many areas, ethnic minorities have worse outcomes than White British people.<sup>6</sup> But in some measures, it is White British people who are doing worst.<sup>7</sup>

And despite significant strides in gender inequality in recent decades, women and girls, particularly in some ethnic minority communities, are often the most likely

of all to be held back by poor language skills and to have lower levels of employment and economic activity.

There are notable individuals and groups in our communities, such as the British anti-FGM campaigners who are inspiring other women who take up the fight.

Public attitudes also pose challenges. The proportion of the public who described themselves as either 'very' or 'a little' racially prejudiced has never fallen below 25% in the 30 years during which the British Social Attitudes Survey has been carried out.<sup>8</sup> In the European Social Survey undertaken in 2014, while the majority (82%) rejected the statement that "some races or ethnic groups are born less intelligent", 18% of UK respondents agreed.<sup>9</sup>

Taking this and wider evidence – including the report into school segregation by the iCoCo Foundation, School Dash and The Challenge,<sup>10</sup> the All-Party Parliamentary Group on Social Integration's inquiry into the integration of immigrants,<sup>11</sup> the report by the Citizens Commission on Islam, Participation and Public Life,<sup>12</sup> and the British Academy's collections of essays and case studies showcasing innovative local integration projects<sup>13</sup> - into account has helped us identify a number of factors which affect integration.

- **Level and pace of migration:** Net migration to the UK increased from -13,000 in 1992 to +163,000 in 1999, with significant further increases in the 2000s coinciding with the 2004 EU enlargement, with the highest level of net migration being recorded in 2015.<sup>14</sup> High levels of migration or sudden, very concentrated migration can put a strain on local communities particularly in deprived areas. The pressure on local services and differences between cultural and social norms can lead to tension and, in some cases, prejudice, discrimination and hate crime.
- **School segregation:** In some areas, there is a relatively high degree of separation of pupils of different ethnicities across schools. As of January 2017, 60% of minority ethnic pupils were in schools where minority ethnic pupils are in the majority.<sup>15</sup> This reduces opportunities for young people to form lasting relationships with those from other backgrounds and can restrict pupils' outlook and education. Out-of-school settings and home education, where it is not done well, can further reduce social mixing and risk exposing children to harmful views and practices.

- **Residential segregation:** There are town and city neighbourhoods where ethnic minority communities are increasing in concentration with growing isolation from White British communities. In 2001, 119 wards were majority non-White. In 2011, this had risen to 429 wards.<sup>16</sup> This residential segregation impacts on opportunities for social mixing and may lead to higher levels of mistrust between people of different backgrounds.
- **Labour market disadvantage:** The Casey Review concluded that problems of social exclusion have persisted for some ethnic minority groups and poorer White British communities.<sup>17</sup> There are disproportionately high levels of un- or under-employment and economic inactivity and more limited progression in work for some. For example, around 59% of women of Bangladeshi or Pakistani ethnicity are inactive in the labour market<sup>18</sup> and 50% of young people (aged 16-24) of a Black ethnic background are economically inactive compared to 35% of their White British peers.<sup>19</sup> These disparities can generate disaffection, isolation and a sense of grievance.
- **Lack of English language proficiency:** 770,000 people in England aged 16 and over say they cannot speak English well or at all; and women are disproportionately affected.<sup>20</sup> Poor English language skills limit an individual's employment opportunities, their ability to mix, their civic participation and their access to services, hindering independence, confidence and self-determination.
- **Personal, religious and cultural norms, values and attitudes:** People can be held back from integrating by cultural practices and attitudes or by their personal choice or fear of facing discrimination or prejudice. This often disproportionately affects women and girls.
- **Lack of meaningful social mixing:** Low levels of meaningful contact between people from different backgrounds can increase levels of mistrust and anxiety, damaging people's health and well-being and limiting their ability to make the most of the opportunities Britain offers. Negative cultural norms can take hold, including prejudice, anti-social behaviour and oppression of women, and can be exploited by extremists.

### Meaningful Social Mixing

Contact theory suggests that positive, meaningful interaction breaks down mistrust and suspicion between groups. Research by the Social Integration Commission demonstrates that when people meet and mix under the right circumstances, trust grows and prejudice declines.<sup>21</sup> Contact with people from other social groups can, however, impact positively or negatively on our perceptions of difference, depending on the conditions under which interactions take place.<sup>22</sup> It follows that we must take a deliberate and methodical approach to bolstering social integration. The references in this strategy to social mixing relate to the positive and meaningful interactions mentioned here.

### What we are going to do

There is no doubt we must act to dismantle these barriers and build a Britain where everyone has the same chance to succeed.

This demands that we:

#### Build on existing good practice

In preparing this strategy we have seen that across the country there are many good examples of partnerships between individuals, communities and public, private, faith and voluntary sector organisations which are making a real impact on integrating communities. It is important that we celebrate these and share them widely so that others can learn from them and replicate successful approaches. We welcome the British Academy's recent publication<sup>23</sup> of a collection of case studies and examples of successful local integration initiatives, and we have highlighted some further examples in this strategy.

#### Take a whole government approach

This Integrated Communities Strategy does not stand alone. It complements and underpins the government's aim to create a country that works for everyone, whatever their background and wherever they come from.

In addressing social injustices, we know that we must be unflinching in shining the spotlight on ourselves and others. That's why the government's 'Ethnicity facts and figures' website<sup>24</sup> sets out the findings of a groundbreaking Race Disparity Audit of public services

and why all government departments must “explain or change” disparities in how people from different backgrounds are treated.

The government’s Industrial Strategy,<sup>25</sup> published last year, sets out how we will build a Britain that is fit for the future including promoting good jobs and opportunities for people to reach their full potential throughout their working lives.

And the government is taking forward specific steps to tackle the most persistent and gravest inequalities in our society; for example, through our response to David Lammy’s independent review into the treatment of Black, Asian and Minority Ethnic (BAME) people in the criminal justice system<sup>26</sup>; new legislation to protect women and girls from domestic violence and abuse; and the establishment of a new Commission for Countering Extremism.

### Implement a national framework of priorities locally

This Green Paper builds on these initiatives, setting out an ambitious national framework of priorities to encourage the key drivers of integration we have identified – covering societal and personal factors.

However, we know that integration challenges are not uniform throughout the country. The differences in the nature and scale of integration challenges means that tailored local plans and interventions are needed to tackle the issues that are specific to a particular place.



### Integration Areas

This strategy also signals a new localised approach to integration which we will trial initially in five areas. We will work with local authorities and a wide range of other partners to co-design local integration strategies to take tailored actions to address the challenges specific to their place. These strategies will build on existing good practice at local level, local knowledge and expertise, and the strength of community assets.

We have invited five local authorities to be the first Integration Areas:

- Blackburn with Darwen
- Bradford
- Peterborough
- Walsall
- Waltham Forest

We need to be prepared to be bold and innovative to get to the heart of some of the most persistent challenges. That is why we have chosen to work with local authorities that have already demonstrated a keen grasp of the challenges they face and shown a desire to try new things and learn what works. Learning from these areas about what works – and, just as importantly, what doesn’t work – will be shared more widely.

### Listening to you

To deliver the vision set out in this strategy, we recognise that we need to talk to individuals and communities to hear what you think the issues are and how you think you, your community and local and national government can tackle them.

This is a Green Paper which means that we are asking what you think on the proposals we have set out in it. You can find out how to feed in your views in the Annex to the strategy [p.68]. We will also engage directly with individuals, communities, businesses, voluntary and faith organisations and local government to shape and deliver these proposals.

We hope that this strategy is the start of a national debate. **We seek your views on how best we build integrated communities.**

## Our key policy proposals

The Ministry of Housing, Communities and Local Government will establish a new Innovation Fund to stimulate new thinking, build new partnerships and test innovative approaches so we can build our understanding of what works.

To strengthen leadership to drive integration in policy development and service delivery, we will:

- call on public authorities to include an equality objective outlining specific activity to promote integration;
- select a number of priority policies and services to review across government to determine how they might best drive integration;
- call on local government and business, and voluntary and community sector organisations to commit to doing the same;
- support the new Cohesion and Integration Network to enable it to identify best practice on leadership and to share this widely.

To support newly arrived migrants to integrate and improve communities' ability to adapt to migration, we will:

- review the impact of English language requirements on visas, introduced in 2017, and review the potential for further change in the English language requirements in future;
- review the Life in the UK test and whether it could be amended to strengthen its focus on the values and principles of the UK which we expect all people to live by;
- consider providing information to prospective migrants before they arrive in the UK, to give them a clear expectation about life in modern Britain, including our laws, norms and standards;
- provide a package of information for recent migrants in the Integration Areas to test what is most helpful to support them to integrate into their communities and to build an understanding of life in the UK;
- work with civil society and others to increase the integration support available to help refugees overcome the barriers to integration.

To make sure all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds, we will:

- work with local admission authorities in the Integration Areas to help ensure the intake of schools are more representative of the wider area;
- strengthen expectations on integration for new free schools;
- promote mixing and twinning arrangements between schools in areas of high segregation;
- support teachers to promote British values across the curriculum;
- work with Ofsted to ensure that there is strong coverage of schools' promotion of fundamental British values and integration within its new inspection arrangements;
- ensure a high standard of safeguarding in all education settings;
- work with the National Citizen Service to increase young people's mixing in areas of high segregation, and stimulate other innovative approaches to promoting meaningful social mixing.

To boost English language skills – which are fundamental to being able to take advantage of the opportunities of living in modern Britain such as getting a job, mixing with people and playing a full part in community life – we will:

- propose developing a new strategy for English Language in England;
- launch a new community-based English language programme;
- work with local authorities in the Integration Areas to improve the provision of English language learning and establish a new infrastructure fund open to other local authorities;
- facilitate a new network of community-based conversation clubs.

To mitigate residential segregation and support people to build strong and integrated communities, we will:

- take forward a programme of work to determine what changes to housing policy and practice would help in addressing residential segregation;
- challenge libraries and other community hubs to maximise their contribution to building integrated communities;
- issue revised guidance on how community groups can bid to take over the running of valued local assets;
- work with the Parks Action Group on how to enhance the sustainability of parks and green spaces and how they can best promote integration.

To increase economic opportunity, we will:

- provide additional funding to Jobcentre Plus so they can support more people from the most segregated communities into work in the Integration Areas;
- use the opportunity of Universal Credit to engage people who are economically inactive to help them realise their potential through pathways to work;
- support people from ethnic minorities into work in places where there remains a big gap between their employment rates and that of White British people;
- increase take up of apprenticeships and the early years offer by people in isolated communities.

To challenge the practices that can hinder integration and equal rights, we will:

- empower marginalised women, including exploring reform of the law on marriage and religious weddings;
- improve our understanding of the ways in which overseas influences can undermine attitudes to rights and freedoms in the UK;

- expand the Strengthening Faith Institutions programme to help a wider range of faith institutions to strengthen their governance structures, including the participation of women and young people;
- support faith communities and interfaith dialogue as a means of breaking down barriers between communities, building greater trust and understanding, and removing the conditions which can allow intolerance and unequal treatment to flourish;
- support delivery of the Hate Crime Action Plan in the Integration Areas, strengthening local partnerships to identify innovative practices to address hate crime and promote greater reporting of incidents.

To learn what works in building integrated communities and to share that learning, we will:

- undertake a programme of evaluation research in the Integration Areas to generate evidence of what works in different local area settings;
- improve the way knowledge of what works is promoted and shared so that it reaches the people who need it;
- develop a clear set of integration measures at the local and national level so that policy makers and practitioners can monitor and measure progress.

*This strategy is for England. The majority of the policy proposals set out in this Green Paper are in areas where responsibility is devolved to Scotland, Wales and Northern Ireland. There are some proposals on the immigration system, which are reserved matters. The UK government will work closely with the devolved administrations to share learning about the integration challenges and our learning of what works in tackling them.*

**Central government will:**

- Set out a bold and ambitious vision for integrated communities in this strategy.
- Oversee implementation of the Integrated Communities Strategy, working with communities, businesses, voluntary and faith organisations and local government to shape and deliver proposals.
- Engage with local places and communities to understand and support local implementation, providing targeted support for areas with the biggest scope for transformation and disseminating learning across local government.
- Drive integration through government policy making and service delivery.

**We know that people are the key to developing strong, integrated communities.****Individuals should:**

- Influence positive change in their communities.
- Put forward their voices to be heard in their communities.
- Grasp opportunities to forge relationships with people from different backgrounds as friends, neighbours and colleagues.

**Communities must:**

- Play an active role in building strong, integrated communities, celebrating and building on shared local assets and strengths, as well as challenging attitudes and practices which are holding back groups or individuals or fostering division.
- Ensure a diverse range of voices are heard, including those of marginalised groups.

**Local agencies also have a key role to play.****Local government should:**

- Take a 'whole council' approach to integration, developing a local vision with partners, businesses, the voluntary and community sector and communities, and mainstreaming integration objectives across policy and service delivery.

**Businesses should:**

- Ensure policies and practices promote the recruitment, retention and progression of employees which better reflects the makeup of the workforce.
- Consider their wider role in promoting integration to help build strong, integrated communities, promoting the English language skills of employees, and encouraging mixed environments.

**Voluntary and faith organisations should:**

- Continue and enhance work in partnership with others to create strong, integrated communities, as well as calling out practices and behaviours which impede integration.
- Share best practice with government and across the sector.

**Questions for individuals and organisations**

- We define integrated communities as communities where people - whatever their background - live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. Do you agree with our definition?
- We believe that the varied nature and scale of integration challenges means that tailored local plans and interventions are needed to tackle the issues specific to particular places. Do you agree?
- Do you have any examples of successful approaches to encourage integration that you wish to highlight, particularly approaches which have been subject to evaluation?



## Chapter 1: Strengthening Leadership

### Our vision

Our ambition is that challenging segregation and promoting integration should sit at the heart of all policy and public service delivery. We want all leaders in national and local government, and in the faith, voluntary, community and business sectors, to work in partnership and have the confidence to champion our shared values and challenge policies, practices and behaviours which stand in the way of integration. We expect leaders at all levels to make a step change and tackle segregation as they design and deliver services.

### The challenge

*"Too many leaders in public and faith institutions and in communities have allowed diversity and difference to become separatism and segregation that has divided communities... Whether the drivers for this have been fear of accusations of racism, of wanting to be welcoming, tolerant and accepting of foreign cultures, or concerns about disrepute or loss of support, the results have been more harmful than good."*

*Dame Louise Casey (2016)*

### Policy making and service delivery

In too many communities we see services organised and delivered in ways which lead to them serving people of a single ethnic or religious group. In part, this is as a consequence of residential segregation but, in some parts of the country, we have also defined communities by their ethnic or religious identity, rather than as a place where people from different backgrounds are brought together. This can lead to local services being dominated by one ethnic or religious group, which can feel exclusionary rather than inclusive.

National and local government has awarded grants and contracts to meet the particular needs of isolated or minority groups without requiring that the services create links with the wider community, where appropriate.

These practices may have been well-intentioned and warranted in each individual case. However, collectively, it can lead to local services which

exacerbate segregation rather than promote the integrated communities we want to see.

While there are those who champion these issues locally, they have not received sufficient support to make the tangible difference we need.

### Some voices are too seldom heard

Despite increasing diversity in leadership positions in national and local government, and in the voluntary and community sectors, faith groups and the business sector, there is still some way to go before leaders are representative of our diverse population. We want the voices of women and people from ethnic minority groups to be heard.<sup>27</sup>



We want all leaders in national and local government, and in the faith, voluntary, community and business sectors, to work in partnership and have the confidence to champion our shared values.

We recognise that the real leaders - "changemakers" as we have heard them be called - are not always those in positions of authority. Indeed, some of the people who influence others by example and bring about change would not identify themselves as leaders.

Some voices are too seldom heard, especially those of women and young people. This can significantly hinder integration.

### Sharing learning and expertise

We have seen many examples of successful initiatives to improve integration as we have prepared this strategy - often at a very local level and at little cost. However, there is often limited opportunity for the knowledge and understanding gained from these initiatives to be shared more widely and tried in a different place.

## What are we going to do?

### Public sector equality duty

The public sector equality duty (PSED), which was created in the Equality Act 2010, requires public bodies, and those carrying out public functions, to consider the potential impact of decisions on people with protected characteristics.<sup>28</sup>

The PSED requires public authorities to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between people with different characteristics when designing policies and delivering services. Fostering good relations means having a positive impact on relations between groups of people with protected characteristics, and those without them – for example, between people of one ethnicity and another; between people who are disabled and those who aren't; between people who are lesbian, gay, or bisexual and those who are heterosexual.

This sits at the heart of good leadership. Key elements for meeting this part of the duty involve tackling prejudice and promoting understanding between groups. The specific duties in England which underpin the equality duty require listed public authorities to prepare and publish one or more specific and measurable equality objectives to help them further the three aims of the PSED.

Objectives that are stretching and focus on the biggest equality challenges facing the public authority will have the greatest impact. **The government calls on public authorities to include an equality objective outlining specific activity to promote integration**, as this would further the aim of fostering good relations.

### 'Luton in Harmony'

With one of the most diverse and rapidly changing populations in the UK, Luton is constantly challenged to find new ways to bring its communities together and empower them to shape their own neighbourhoods.

Conventional approaches to community engagement and participation have generally failed to reflect and harness this drive towards greater cohesion and inclusion. With these practical and policy challenges in view, Luton Council developed and introduced its 'Your Say, Your Way' partnership programme to widen participation and promote the message of 'Luton in Harmony', with participatory budgeting at its heart.

The programme directly enables and promotes integration in two important ways. Firstly, it is specifically aimed at grassroots organisations and neighbourhood groups working very locally to develop projects that build social capital, integration and community cohesion with their communities.

Secondly, once projects have been supported to develop their ideas through a simple application process, volunteers come together from their different communities to present their proposals at community 'decision days'. Residents of all backgrounds meet to vote on the projects they believe will best meet the needs of residents in their local neighbourhood.

Since 2013, the programme has commissioned more than 500 grassroots community projects. These cover a huge spectrum of opportunities for practical integration where communities can benefit from new spaces to meet, learn, interact and exchange.

### Government leading by example

We recognise that government itself should do more to drive integration through its policy making and service delivery. Every government department will select a number of priority policies and services to review during this Green Paper consultation period to assess whether they exacerbate segregation and could be developed so that they actively drive integration. This will be more tangible than a general commitment to review all policies and services, and will enable government to be held to account.

We call on local government and business, and voluntary and community sector organisations to commit to doing the same.



### Building the capacity of leaders and sharing learning

We welcome the development of a new Cohesion and Integration Network to build the capacity of leaders and practitioners in the public, private and voluntary sectors through access to evidence of what works, training, and sharing learning.

Government will provide funding to the network to support its development and to enable government departments to access the leadership and best practice resources it will develop.

We will also be investing in measuring the outcomes linked to this strategy, which are set out in more detail in Chapter 8.



**Speakers Corner Collective (SCC)** is an unfunded, creative, political social space in Bradford City Centre - led by a collective of women, girls and, more recently, young men. The young people involved felt they did not have a voice and were not listened to, so they developed their own social media campaign - #IAmPerfectAsMe and meet to discuss issues of importance to them. Speakers Corner also campaign on issues around mental health and youth participation in decision making, running events open to everyone aimed at bringing people together to create positive action and change. The young people involved come from different backgrounds and from across Bradford, with the youngest member being 13 and the eldest 21 – although the group is supported by older adult volunteers. The SCC gives the young people of Bradford the opportunity to meet new people, develop knowledge, awareness and skills.

### Questions for individuals and organisations

- The Green Paper proposes that we need to build the capacity of our leaders to promote and achieve integration outcomes. Do you agree?

## Chapter 2: Supporting new migrants and resident communities

### Our vision

Britain is an open and tolerant country which has a long history of welcoming migrants and the benefits they bring, as well as meeting our international obligations to refugees. We want all of those who come from outside the UK and wish to settle lawfully in this country to play a full part in our society and to make the most of the economic and social opportunities available to them.

We want migrants to build an understanding of life in the UK, our values and the responsibilities they bring without having to give up their identity and heritage. Local resident communities share a responsibility for the effective integration of recent migrants, by providing the environment and opportunities for them to take part in community life that will enable effective integration.



### The challenge

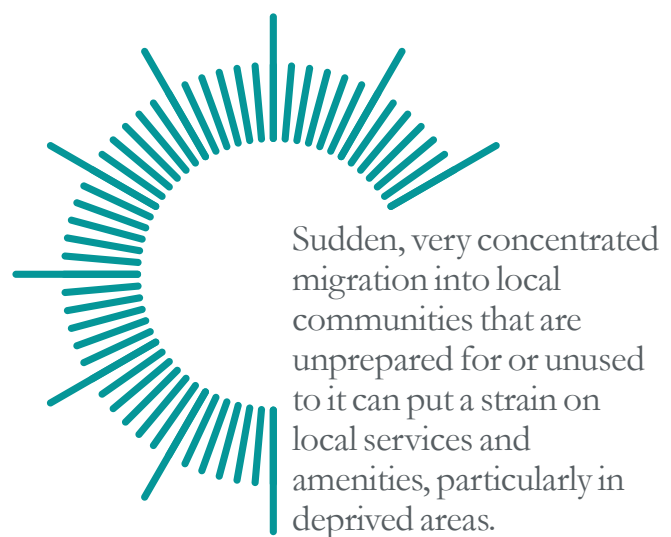
#### Pace and scale of change

Britain has long welcomed migrants and recognised the benefits that migration brings, including skills and experiences our economy needs and a richer cultural and social mix. But for some communities the pace and scale of change in recent decades has felt too great:

- Net migration to the UK increased from -13,000 in 1992 to +163,000 in 1999, with significant further increases in the 2000s coinciding with the 2004 EU enlargement.<sup>29</sup>

- Net migration recorded for a calendar year peaked in 2015 at 332,000.<sup>30</sup> However, in the year to June 2017, net migration was 230,000.<sup>31</sup>
- The number of non-UK born people resident in the UK rose from 7.8 million in 2012 to 9.2 million in 2016, an increase of 18%.<sup>32</sup>
- Several local authorities have seen significant changes in the proportion of the non-UK born population. Between 2006 and 2016, Boston in Lincolnshire saw the non-UK born population increase from 7% to 30%. In Gravesham, Kent, the non-UK born population increased from 5% to 21% in the same time period.<sup>33</sup>
- Many cities have experienced large increase in non-UK born resident in recent years, in areas which already had large non-UK born populations. For example, in the London Borough of Harrow the non-UK born population increased from 40% in 2006 to 53% in 2016.<sup>34</sup> Overall, the places with the highest proportion of non-UK residents are London Boroughs, Greater Manchester, West Yorkshire, West Midlands metropolitan districts. However, all regions of the country will have individual districts<sup>35</sup> and wards that have experienced pressures due to migration.

Sudden, very concentrated migration into local communities that are unprepared for or unused to it can put a strain on local services and amenities, particularly in deprived areas.



### Opportunities for recent migrants

People come to the UK for a variety of reasons: for work; to study; to join family; or for international protection. In many cases, they will have ample opportunity through their work or study or through

their everyday life to mix with people and to speak English and will integrate quickly and successfully. However, some migrants may lack those opportunities, including some people qualifying for international protection, including refugees.

*“Targeted interventions to support new arrivals are required. We must acknowledge, too, that the traditional, laissez-faire British model of multiculturalism has too often encouraged communities to live separate lives – reinforcing distinct cultural identities to the detriment of efforts to draw attention to what we have in common – and is defunct”.*

Integration Not Demonisation: The final report of the All-Party Parliamentary Group on Social Integration’s inquiry into the integration of immigrants (2017)

## Resident communities

Integration is a shared responsibility and is a two-way process between migrants and their local communities. Our expectation that people who come to live in this country will strive to integrate must be coupled with providing them with the opportunities, expectations and the environment to enable them to do that successfully.

For centuries, local communities and voluntary organisations have supported migrants to settle successfully into their lives in Britain. However, in some places and at particular times, recent migrants have not been made welcome and have been subject to prejudice, discrimination and hate crime. This is unacceptable which is why we have a strong legislative framework to tackle hate crime, with criminal penalties to deal with perpetrators effectively, and robust working across the police and criminal justice agencies to respond effectively when hate crime occurs and to improve support for victims.

*“For generations we have welcomed immigrants to the UK but left them to find their own way in society while leaving host communities to accommodate them and the growing diversity of our nation.”*

**Dame Louise Casey (2016)**

## What are we going to do?

### Preparing newly arrived migrants for integration through improved language skills

Proficiency in English is vital for migrants to integrate within their local communities. It is key to them taking up employment and taking an active role in community life and means they can support their children and communicate with people outside their immediate family. Chapter 4 sets out more detail about our proposals to boost English language skills.

People coming here to study or work will have regular opportunities to speak English but this isn’t always the case for spouses and partners who come to the UK on the family visa route. We expect those coming to the UK on a family visa, with basic English (equivalent to A1<sup>36</sup>), to become more fluent over time as a means of encouraging better integration into our communities. That is why since May 2017 non-European Economic Area (EEA) national partners relying on an English language test to meet the requirement, must pass an approved speaking and listening test at level A2<sup>37</sup> to qualify for further leave.<sup>38</sup> **We will review the impact of this change and review the potential for change in the English language requirements in future.**

### Building and demonstrating knowledge of British life and values

Those wishing to settle permanently in the UK or become British citizens are also required to have knowledge of life in the UK, and to demonstrate that knowledge through passing the Life in the UK test. The test is based on a core text which gives a basic understanding of the democratic principles underlying British society, of aspects of British culture and traditions, and helps people to understand cultural and historical references which occur in everyday conversations.

The citizenship ceremony is an important part of the process of becoming a British citizen. It allows a successful applicant to commit their loyalty to their new country, often in front of family and friends, with both an oath and a pledge reflecting their relationship to the country on becoming a British citizen. Accounts from participants suggest that they find ceremonies helpful and meaningful.

With few exceptions, people from countries outside the EEA who seek to settle in the UK by applying for indefinite leave to remain are required to demonstrate knowledge of both the English language and life in the

UK, EEA and EU nationals, when seeking to become British citizens, are similarly required to demonstrate such knowledge.

The government will **review the Life in the UK test**, which those seeking to live permanently in the UK must pass, and whether it could be amended to strengthen its focus on the values and principles of the UK which we expect all people to live by.

*“Social integration needs to be supported and planned, taking into account the needs and challenges of different localities and communities. ... a developed understanding of and empathy with local needs is a critical building block to successful social integration.”*

*“If you could do one thing...”: Local actions to promote social integration*

**British Academy (2017)**

As well as testing knowledge of life in the UK when someone applies to settle permanently, we believe it is important that newly arrived migrants are prepared for the responsibilities and opportunities of living in modern Britain, and that they have early opportunities to mix with people from other backgrounds and to participate in community life.

We will therefore **consider providing information to prospective migrants, through the visa process or through targeted engagement overseas**, to give them a clear expectation about life in modern Britain, so they can understand social norms and the consequences of behaving in an anti-social way or breaking the law.

**We will provide a package of information for recent migrants in the Integration Areas to test what is most helpful to support them to integrate into their communities.** This will include practical information to help them understand and use local services, such as public transport or GP and hospital services, and opportunities to mix with neighbours and the community and practise their English which will support their integration and reduce feelings of isolation and loneliness.



It is important that newly arrived migrants are prepared for the responsibilities and opportunities of living in modern Britain, and that they have early opportunities to mix with people from other backgrounds and to participate in community life.

Opportunities for local residents and migrants to get to know each other – through everyday interactions in workplaces, at the school gates and through organised community events and initiatives – and how these can help foster more effective integration are explored further in Chapter 5.

### **Supporting refugees to integrate**

Refugees who enter the UK through a resettlement scheme and referred by the United Nations High Commissioner for Refugees are provided with a comprehensive package of support to help them rebuild their lives and resettle successfully in Britain. Prior to their arrival, information is provided to help them understand British culture, while English language classes and other integration support are also provided by local authorities and community volunteers after arrival. Recognising the benefits that these integration activities have had for people on the UK's refugee resettlement schemes, **we will work with civil society and others to increase the integration support available to those recognised as refugees after arrival in the UK.**

**We will support the development and sharing of good practice in English language training for refugees**, and encourage innovative approaches tailored to refugees. We will **continue to support the development of specialist interventions to help refugees overcome the barriers they can encounter when seeking employment** in the UK and share the learning about what works. We will **support those working with refugees to**

understand refugees' particular mental health and wellbeing needs, and signpost to suitable interventions. We will also improve the provision of information to refugees to enable their successful orientation and adaptation to life in the UK.

The government has recently launched a new initiative to trial the use of Local Authority Asylum Liaison Officers. 35 officers in around 20 local authorities will work with those granted refugee status to provide them with information and advice on how to access essential mainstream services such as housing, health, employment and language skills. This is intended to assist new refugees towards self-sufficiency and integration in a way that benefits the whole community. These officers will also have a role in facilitating the voluntary return of those not granted refugee status.

Learning from these pilots will inform the operation of the asylum accommodation and support arrangements. New contracts for asylum accommodation and support commences in 2019 and will, among other things, help people to understand their communities and local services. Underpinning this will be better data sharing with relevant agencies, enabling the development of local solutions to address local issues. The new contracts will also build on the close work the Home Office has undertaken with the Department for Work and Pensions to ensure that newly recognised refugees are able to access benefits and employment support services swiftly.



## Community support

Volunteers and communities around the UK, often in partnership with local authorities, do great work in welcoming refugees and supporting their integration through providing services and social opportunities. One such example is the Community Sponsorship scheme launched in July 2016.<sup>39</sup> Inspired by a similar scheme in Canada, community sponsorship enables local community groups to directly welcome and support resettled refugee families to recover and thrive in our country. The experience of the first community sponsors in the UK suggests that this new approach to resettlement is helping to bring communities together and forging new links between and within communities to the benefit of refugees and host communities.

### Bude Refugee Support Group

Bude Refugee Support Group, based in a small seaside town in North Cornwall with a population of just over 10,000, was one of the first community groups to welcome a refugee family through Community Sponsorship. The group comprises people from all walks of life: teachers, health workers, members of different churches, business owners and a solicitor.

Before resettling in Bude, the refugee family were displaced from their home in Syria and lived in difficult circumstances in Lebanon for several years. The family arrived in June 2017 and with the warm welcome and support shown by the group and the wider community, the family are settling well into their new life.

With the support of their community sponsor, the family have been actively involved with community events, including an Open Garden event last summer, where the mother in the family helped with one of the stalls. The three children have settled well in school; one of them plays football for Bude Junior Football team. The whole family go along to watch.

The father in the family began volunteering in a local charity shop, which helped him familiarise with the town and with UK culture, and improve his English. With the support of the community sponsor group, he then took on unpaid work experience using his welding skills, leading to full time employment.

A member of the community sponsor group said: “The overwhelming impression is that Bude is proud to be helping with the Syrian refugee crisis. It has been wonderful to see the family we have supported integrate so well into our community. The local community has responded brilliantly. The family are now keen to offer their help when a second refugee family arrives. Sponsoring the family is proving to be enriching and rewarding work for all of us involved.”

The refugee family said: “The group have made us feel very welcome and shown us how life works in the UK.”

We are aware that there is considerable energy and desire in local communities to support refugees in their integration journey. We want to explore what more can be done to assist volunteers supporting refugees to integrate in the UK.

### Supporting communities to adapt to migration

Through the Controlling Migration Fund, launched in November 2016, the government has helped local areas and services to cope where pressures emerge due to recent migration. Service pressures themselves can often be a source of community tension and activities to encourage social cohesion and integration are supported by the Fund. To date, we have awarded funding of £45.2m to 82 local authority areas.<sup>40</sup> An additional £21.3m to a total of 135 local authorities has also been granted to build capacity to support unaccompanied asylum seeking children.



Some clear themes are beginning to emerge from the Controlling Migration Fund which are deepening our understanding of how we can support migrants and local communities more effectively:

- Recognising and responding to the breadth of local experiences: issues that can arise as a result of migration are not always associated with high volumes. They can become apparent in a variety of different ways. Many of the local areas which demonstrate the most acute difficulties tend to be smaller towns that are less used to immigration. These areas would not be captured at present by national datasets or funding streams.
- Problems are often concentrated in only small parts of a town or city: Many CMF bids show that service and integration pressures are being experienced in only a handful of wards or streets – often the areas with low-cost housing which may have been experiencing problems already.
- Specific service challenges can arise as a result of concentrated migrant populations with particular needs. Some groups with specific needs, including vulnerable adults and unaccompanied asylum seeking children, can add further capacity challenges on local services, especially as they tend to be clustered in particular parts of the country. These challenges require specific responses in the design and delivery of services.
- Identifying workable solutions to complex challenges. Many of the problems that local authorities report they are seeing – such as rogue landlords exploiting recent migrants with low levels of English proficiency, or increases in fly-tipping and night-time drinking leading neighbourhoods to feel unsafe – have solutions which will often have already been adopted elsewhere. If problems are geographically concentrated, identifying and addressing them should also be more straightforward, if the resources are available.



### Controlling Migration Fund: Fenland

Fenland in Cambridgeshire is a hub for migrant workers who arrive from Eastern Europe to find work. It is estimated that around 30% of the population in the town of Wisbech is migrant and undertaking unskilled work within the agricultural sector. The area is in the top 20% most deprived in the country and Wisbech is the location of 93% of Fenland's houses of multiple occupation, with strong associations to the activities of gangmasters and rogue landlords.

The Controlling Migration Fund has supported activities including:

- Tackling homelessness of migrants through providing additional capacity at Wisbech's emergency night shelter. This extra capacity will help all those in the community and lead to fewer rough sleepers.
- Promoting cohesion activity by bringing people of different backgrounds together through, for example, growing and cooking food.
- Addressing street drinking and anti-social behaviour amongst migrant workers to make the area feel safer for all.
- Providing training to service providers so they are better able to identify victims of modern day slavery to ease pressure on local services.
- Improving data on the size of the Roma community that has migrated to the area to help local service providers better understand and meet their needs. This can help the resident community too. For example by preventing truancy, the established resident community is saved the costs of truancy sweeps and additional Education Welfare Officer support to ensure that children attend school.
- Taking enforcement action against landlords exploiting their tenants and providing better information to tenants on their rights. This will help ensure better quality housing stock for the whole community.

We will complete a review of the Fund's operation to date to ensure it is operating effectively and will fully evaluate the impact of the Fund and its learning for mainstream policies and systems.

We will continue to make sure local authorities get the help they need to deal with people as they arrive.

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### Question for individuals and organisations

- The Green Paper proposes measures to support recent migrants so that they have the information they need to integrate into society and understand British values and their rights and responsibilities. Do you agree with this approach?
  - The Controlling Migration Fund was constructed to deal with the short-term migration pressures and associated costs that local authorities can encounter. Do you think it adequately achieves this objective?
-

# Chapter 3: Education and Young People

## Our vision

All children and young people in England should receive a good education in a safe environment which prepares them for life in modern Britain. Children and young people should be taught about fundamental British values and should have the opportunity within school, further education, and beyond the school gates to mix and form lasting relationships with others from different ethnic, religious or socio-economic groups so they are well equipped for adult life.

## The challenge

### Educational outcomes

The attainment gap between disadvantaged pupils and their peers has decreased at both age 11 and age 16 since 2011, and overall gaps in educational achievement by ethnic group have narrowed considerably over the last 20 years.<sup>41</sup> At the end of August 2017, Ofsted data also showed that 89% of schools are rated good or outstanding.<sup>42</sup> However, there are parts of the country where outcomes are falling behind, and particular groups of children, such as White British disadvantaged pupils, and pupils of Gypsy, Roma and Traveller ethnicity with consistently low attainment.<sup>43</sup>

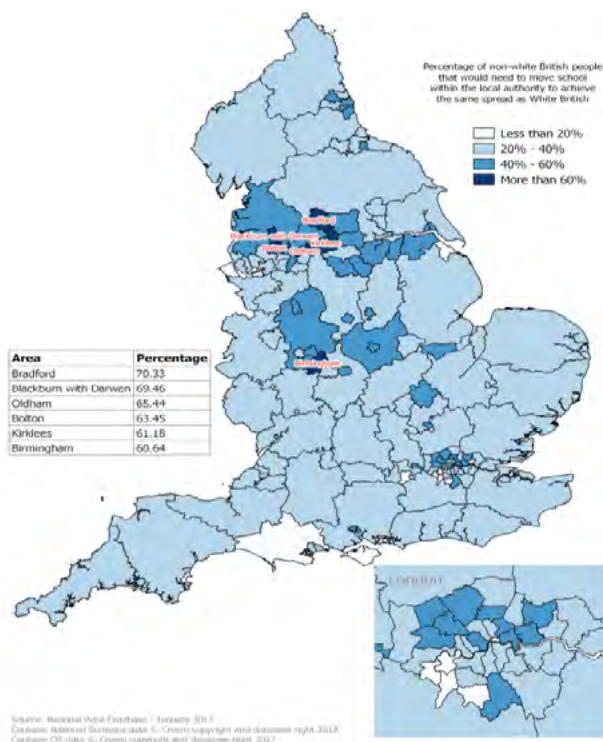
## Segregated schools

It should remain a priority for all pupils to achieve well at school, but schools are also responsible for ensuring young people understand and are able to get along with people from different backgrounds.

Segregated schools are a product of where people live, admissions policies and parental choice.

Segregated schools reduce opportunities for children and young people to mix with others from different backgrounds in their formative years and it can restrict pupils' outlook and education. In some areas, there is a relatively high degree of separation of pupils of different ethnicities across schools and in some areas the distribution of ethnic minority pupils in schools is uneven in comparison to the population residing in the wider area (see map).<sup>44</sup> In January 2017, 60% of minority ethnic pupils were in schools where minority ethnic pupils were in the majority.<sup>45</sup>

Schools with a religious character – faith schools – make up 34% of all state-funded schools and are an important part of the education system.<sup>46</sup> We fully support their role as providers of state-funded education and recognise their continued academic success. For example, faith schools are more likely to be good or outstanding, compared to non-faith schools (89% compared to 86% at primary; 81% compared to 75% at secondary) and achieve better results at Key Stages 2 and 4 than non-faith schools.<sup>47</sup> Many faith schools have a diverse intake of pupils from a wide range of ethnic and socio-economic backgrounds. However, as with the wider schools sector, it is not the case for all faith schools.<sup>48</sup>



### **Lack of opportunities to mix with people from different backgrounds**

Segregation in schools is exacerbated when children and young people do not have access to opportunities outside school to mix with people from different backgrounds or do not take up these opportunities. In order for interaction to be meaningful it has to be effective in building relationships, and therefore must go beyond casual exchanges which has characterised some past attempts at community cohesion.

### **Out-of-school settings**

It is important that children are taught in a safe environment, and somewhere which does not teach views that undermine our shared values. Some children attend education settings outside of school, or instead of school, such as supplementary or complementary schools, part-time schools, or clubs, which are not subject to the same degree of regulation as registered schools or childcare settings. These out-of-school education settings can provide enriching activities and education for children in many subjects including arts, languages, music, sport and religion; and there are many examples of settings which create a positive environment for children to flourish, engage in new opportunities, and interact with their peers. However, whilst there are still many legal powers in place to protect these children, in some circumstances, the lack of specific regulation for and coordinated oversight of such settings can mean that children attending them may be exposed to harmful practices which should not be acceptable in any community. Children may be at increased risk of emotional or physical abuse, and exposure to views which encourage isolation, intolerance, and a lack of respect for, or even hostility towards, others.

### **Home education**

The government supports the right of parents to educate their children at home and in many cases it is done well. We have no concerns about those cases and welcome the dedication of those parents, who often do a great job in difficult circumstances. However, our concern revolves around cases where children are not receiving a suitable education, and those cases where children are said to be 'home educated', but are in reality attending unregistered settings, a concern raised a number of times by Ofsted. It is essential that local authorities can identify children who are missing education or who may be neglected or taught to hate and be intolerant. Many local authorities currently feel that they lack adequate

powers to identify such children, despite some recent changes to requirements for schools to notify the local authority when a pupil leaves.

### **Independent schools**

The independent schools sector is varied. It contains many good schools, including some of the best schools in the country, and contributes a substantial amount to the national economy. But it also contains schools at the other end of the spectrum that offer a poorer quality of education and struggle to meet the independent school standards. Several years ago the government significantly strengthened the independent school standards and this has led to an increase in the number of schools failing to meet the standards. The government takes regulatory action against schools that fail to meet the standards and while most schools respond well and improve, not all do so.

### **Universities**

It is a priority for our universities to widen horizons and open minds. They should be places where students from a diverse range of backgrounds are exposed to different and challenging ideas, and participate in civil, robust and demanding debate. To ensure this is the case we have to make sure they are places where lawful free speech can thrive – that is why the Office for Students will champion and promote free speech as part of its role as regulator of higher education. It is also crucial that our universities are places where hate and extremism are robustly challenged, and those who would wish to sow divisions cannot succeed.

Universities must also take into account their legal obligations under equality law. The Equality and Human Rights Commission publishes guidance for higher education providers setting out their responsibilities under the Equality Act 2010 in addition to guidance on specific issues, for example in relation to gender segregation at events and meetings held by universities and Students' Unions.

More 18 year olds are going on to full-time university than ever before – including those from disadvantaged backgrounds, and entry rates to full-time HE by 18-year-old BME students in England are at record levels. Higher education can be the springboard for greater social mobility, supporting interaction between different groups, and improved economic opportunity for individuals from all ethnicities. Reforms through the recent Higher Education and Research Act are intended to continue this good progress, and drive

equality of opportunity in relation to access in and participation in Higher Education.

## What are we going to do?

### Increasing opportunities for all

All young people – whatever their background – should have the opportunity to go as far in life as their talents and hard work will take them. **Opportunity Areas** are at the heart of the government’s ambition to increase social mobility and make sure that all young people have this chance. We have now published delivery plans for all 12 Opportunity Areas (Blackpool, Bradford, Derby, Doncaster, Fenland & East Cambridgeshire, Hastings, Ipswich, North Yorkshire Coast and Oldham, Norwich, Stoke-on-Trent and West Somerset).<sup>49</sup>

Opportunity Areas will focus on raising educational outcomes, but also the issues that create barriers to achieving good outcomes. They will also look to improve the transition to adulthood by working with local ‘cornerstone’ employers to provide young people with experience of the world of work. This work is being led by the Careers and Enterprise Company (CEC) to support the best programmes for young people aged 11 to 18 that raise their career aspirations. In addition to improving outcomes for young people in the Opportunity Areas, we are also looking to learn more about what works best in driving up social mobility, so we can spread effective practice to other areas.

### School admissions

We expect all state-funded schools to be inclusive and welcoming of pupils of different backgrounds. Schools, especially those with one predominant racial, cultural or religious background, should actively promote community cohesion and provide opportunities for children to mix with others.

All mainstream state-funded schools must have admissions arrangements that set out clearly how children will be admitted, including the oversubscription criteria that will be applied if there are more applications than places available at the school. Where the school has places available, it must admit all children who apply. In doing so, schools must comply with the statutory School Admissions Code (“the Code”).<sup>50</sup> The Code is clear that admissions arrangements must be fair, clear and objective.

In some places admission authorities are trialling new approaches to admissions in order to combat patterns

of school segregation. The University of Birmingham Free School uses an admissions model which includes four separate citywide catchment areas to help increase the diversity of pupils, making it more representative of the wider area.<sup>51</sup>

We will seek to support schools to increase diversity to ensure they are more representative of their wider area. While we will continue to support the principle of parental preference for schools, we will work with local admission authorities in our Integration Areas to support increased diversity in schools’ intake and promote integration. We will develop a range of model admissions arrangements, including ones based on varied catchment areas that include diverse residential areas. When we have developed an understanding of what works, we will encourage local admission authorities in other areas to adopt a similar model to increase the diversity of pupils.



We will seek to support schools to increase diversity to ensure they are more representative of their wider area.

### Schools’ contribution to integration

All new schools, whether they have a religious character or not, should be inclusive and promote community cohesion. Funding agreements require free schools to be at the heart of their community, promoting community cohesion and sharing facilities with other schools and the wider community. All applicants to set up free schools will need to show the school will:

- prepare children for life in modern Britain;
- promote fundamental British values of democracy, the rule of law, individual liberty, and mutual respect and tolerance of those with different faiths and beliefs;
- seek to attract pupils from a range of different backgrounds and communities, and provide

evidence of their efforts to reflect the social and ethnic make-up of the area; and

- encourage pupils from different communities, faiths and backgrounds to work together, learn about each other's customs, beliefs and ideas and respect each other's views.

Church and faith schools account for around a third of all state-funded schools and they make a strong contribution to integration.<sup>52</sup> There are many excellent examples of these schools providing opportunities for their pupils to mix with children of different faiths and backgrounds. For example, St Joseph's Catholic Junior School in Leyton has established relationships with the Quwwat-ul-Islam Muslim school, resulting in pupils visiting each other's schools and reciprocal visits to places of worship.

**For new free schools in the future we will strengthen expectations on integration further** and ensure the potential impact on the intake of neighbouring schools is thoroughly assessed before a new school is approved. The government will be publishing details for future waves of the Free School programme shortly.

### **Dixons Mixed Multi-Academy Trust**

Dixons is a Multi-Academy Trust (MAT) of nine schools based in Bradford, and more recently in Leeds. The Dixons Academies are primary, secondary and all-through, and are split between new Free School start-ups and sponsored academies.

Serving an increasingly mono-cultural inner-city community from a predominantly Muslim and Pakistani background, the Trust is heavily oversubscribed, with over 2,500 Bradford families making over 5,000 applications for the 579 secondary places available each year.

Whilst none of their Academies holds a specific faith designation, they are all owned equally by children of all faiths and none, and are designed to meet the needs of students from all backgrounds.

Admission by randomised selection rather than distance at three of its academies helps to reach out beyond the immediate community and attract a diverse mix of students. A shared 6th form provision from 2019 will draw students from a wider geographic area across Bradford.

In all Dixons Academies, a strong ethos built around three core values fosters a united community; well-established routines foster good habits; a strong behaviour strategy which is consistently applied and establishes high standards; and in some academies, family dining and other daily whole year-group meetings further build a sense of community.

The Trust is especially assertive around ensuring all students participate in the core educational experience it offers. Educational visits, including residentials (subsidised as necessary) and regularly revised seating plans in class encourage all students to reach out beyond their immediate friendship groups and work effectively with any other student. The trust encourages all students to participate fully in subjects such as religious- and sex-education in order to help them share common experiences across any cultural divides, confront taboos, and learn not just to tolerate but to value the diversity around them.

### **Blackburn Central High School**

Blackburn Central High School (BCHS) opened as a new school in 2012, bringing together children from a school in which 99% of the pupils were from a Muslim background and one where pupils were predominantly from a White British working class background, together with a school for children with special educational needs.

The merger has been highly successful. The school was awarded joint first **most improved school in the country** by the Department for Education in 2012 and in May 2017 it was given a Good rating by Ofsted. The school has shown an increasing trend in all key performance indicators and Progress 8 - which measures a student's progress between Key Stage 2 and Key Stage 4 across eight key subjects - is above the national average. The school is now oversubscribed: an endorsement from the local community of their confidence in the school. This success hasn't happened by accident. BCHS has put a lot of work into creating a highly-successful and well integrated school. The school has reached out to community groups and businesses to support a programme of events for pupils and their families,

including family days, adult literacy and numeracy training, and safeguarding workshops.

The headteacher has encouraged debates including discussions about difficult and challenging topics and staff members have been equipped with the confidence and knowledge to support these conversations.

Students are keen to understand each other's backgrounds and learn in a harmonious community. The school celebrates different religious and cultural events and have developed an understanding of the different cultures within the school and threaded this within the curriculum. The school also arranges events around music and the arts which encourage all pupils to come together around what unites us all.

### School linking

The government has invested nearly £500,000 since September 2016 in The Linking Network to develop strong and positive links between schools and communities. The Linking Network works in partnership with local authorities and charities, including with the Three Faiths Forum who specialise in faith school linking.

The Schools Linking programme specifically brings together children from demographically diverse primary and secondary schools to explore identity, diversity, equality and community.

The programme provides sustained opportunities for children and young people from different communities to meet, build new relationships, work together and contribute to the wider community. Since January 2017, 448 schools in 20 local authorities have been linked, with 17,635 pupils in 618 classes developing sustained relationships.

**We will continue to fund The Schools Linking programme to develop and expand twinning of schools of different backgrounds.**

### Meaningful social mixing outside school

Social mixing is recognised as an important driver for integration. Where there are limited opportunities for meaningful social mixing within school, then it is vital that children and young people should have the opportunities outside school.



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Research by the Social Integration Commission demonstrates that when people from different social and cultural backgrounds meet and mix under the right circumstances, trust grows and prejudice declines.<sup>53</sup> Contact with people from other social groups can, however, impact positively or negatively on our perceptions of difference, depending on the conditions under which interactions takes place.<sup>54</sup> Meaningful social mixing is more likely to happen in settings where people from different backgrounds come together for a purpose such as work, school, social action, or a social or civic event.

The social integration charity The Challenge designs and delivers programmes that bring people from different backgrounds together to develop their confidence and skills in understanding and connecting with others. The Challenge has identified a number of techniques, practices and conditions which they believe must be incorporated within impactful and scalable interventions aimed at building positive relationships and bonds of trust between people from different walks of life. These 'design principles' are informed by both the charity's operational delivery experience and intergroup contact theory;<sup>126</sup> and are summarised below.

1. Give people a positive reason to join in.
2. Project an inclusive brand and proposition.
3. Capitalise on transitions to drive behaviour change.
4. Proactively counteract the 'people like us' preference.

5. Facilitate equal status interactions.
6. Promote common challenging goals<sup>127</sup>.
7. Cultivate a culture of unity.
8. Encourage regular and sustained<sup>128</sup> contact.
9. Enable reflection.

Youth social action is a valuable bridging activity through which young people play an important role in helping to establish the norms of cooperation and reciprocity in their communities and to make positive use of their skills, knowledge and capabilities.

The government supports increased youth engagement in social action through the #iwill campaign, coordinated by the charity Step Up to Serve, a UK-wide movement to make social action a part of life for 10-20 year olds.<sup>55</sup> Step Up to Serve aims to increase youth participation in social action including those from disadvantaged backgrounds. To support these goals, the government provides £20million to the #iwill Fund which is matched with £20million from the Big Lottery Fund.<sup>56</sup>

The government and the Big Lottery Fund launched the Youth Investment Fund in 2016 to allow local voluntary and community youth organisations in six disadvantaged areas to expand delivery of open access services to young people, and invest in building the sustainability of their services for the future. Organisations will receive funding up to 2020 and we expect over 300,000 young people to benefit.<sup>57</sup>

There are many other examples of voluntary organisations undertaking valuable work to support young people to participate in youth engagement and active citizenship, such as uniformed youth organisations.

The National Citizen Service (NCS) was established in 2011 to tackle three social issues; social cohesion, social engagement and social mobility.<sup>58</sup> It is a three or four week programme open to 15-17 year olds across England including 30 hours committed to a social action project that benefits both young people and society. Shorter programmes are also available. Participants build skills for work and life, while taking on new challenges and adventures, making new friends, and contributing to their communities. Around 400,000 young people have taken part in NCS to date.<sup>59</sup>

A key NCS objective is to promote social mixing between different communities. The NCS Trust and social integration has made it a priority to ensure its programme reaches all communities and brings young people together from all walks of life. In 2016, 88% of participating local authorities achieved NCS' social mixing targets in respect of ethnicity<sup>60</sup>. Overall, 8 in 10 teenagers finish NCS feeling more positive about people from different backgrounds.<sup>61</sup> The results from the most recent evaluation points to positive impacts on social integration for young people who join the programme less socially integrated to begin with.

**Before joining NCS, Joanna had never mixed with people from different ethnic groups. This is despite a large British-Asian community living in parts of Rotherham. As NCS reflects the social make-up of whole communities, several young Asian people were in her group.**

*"When I first joined the programme there was a clear divide between different ethnic groups and we all stuck to people familiar to us - wary that we might not have anything in common with the others.*

*"However, very early on we were encouraged by our team leaders to come together to do the activities. This triggered a quick change - suddenly barriers and boundaries didn't exist anymore and we were all getting on well together. We were even surprised to realise we had the same taste in music and film.*

*"As the programme continued the whole group continued to bond, and I made really good friends with an Asian girl called Wajeelha and she's still a really good friend of mine today.*

*"The whole experience really opened my eyes to just how similar people of the same ages are regardless of race, religion or culture and also highlighted the importance of challenging yourself to experience new things."*

Note: These are not the real names of the participants.

Young people also leave NCS with increased social trust and a higher likelihood to mix with young people from different backgrounds.<sup>62</sup> Recently-published research from NCS Trust shows that NCS raises both average levels of social integration but also closes 'integration gaps' between young people, particularly for those who face greater barriers to social integration in their everyday lives.<sup>63</sup> This is achieved by delivering a more positive impact on young people who are less socially integrated before they go on NCS while maintaining the integration of those young people who join the programme already more socially integrated.

The NCS Trust is designing new approaches to ensure that young people from all communities can take up the opportunities that the programme affords. To create more opportunities for meaningful social mixing outside school, government will continue to fund and **work with the National Citizen Service and others to increase programme take up in the Integration Areas.**

Through the establishment of a new Innovation Fund, we will also stimulate and test **innovative new approaches** to promoting meaningful social mixing between young people through sport, culture, volunteering and other youth activities to build a compelling evidence base of what works.

### **School ethos, curriculum and fundamental British values**

It is right to expect children to be educated in a safe environment and somewhere which does not teach children views which undermine our shared values. All providers are expected to actively promote fundamental British values in their teaching and prepare pupils to play a full part in life in modern Britain.

All state-funded schools are required to promote community cohesion and to teach a broad and balanced curriculum. Schools, including independent schools and further education providers are also required to promote the fundamental British values of democracy, the rule of law, individual liberty, and mutual respect and tolerance of those with different faiths and beliefs to ensure young people leave school prepared for life in modern Britain. The education system has a vital role in upholding these values and it is important for schools to feel confident when promoting and teaching such values. The Department for Education therefore provides schools with advice and resources to support teaching about fundamental British values in the classroom.<sup>64</sup> For the Further

Education sector the Department for Education recently developed curriculum resources in conjunction with the Education and Training Foundation. The online modules 'Side by Side' were launched in summer 2017 and are accompanied by a facilitator's pack for staff.

All schools must operate within the relevant requirements laid out in legislation. As part of Ofsted inspections of state-funded schools, inspectors are required to consider pupils' spiritual, moral, social and cultural development (SMSC). This includes pupils' use of a range of social skills in different contexts, for example working and socialising with other pupils, including those from different religious, ethnic and socio-economic backgrounds. Inspectors will expect pupils to have an understanding and appreciation of the range of different cultures within school and further afield; and to show interest in exploring, improving understanding of and showing respect for different faiths and cultural diversity. Consideration of SMSC also includes pupils' acceptance and engagement with fundamental British values and the extent to which pupils develop and demonstrate skills and attitudes that will allow them to participate fully in, and contribute positively to, life in modern Britain. If there are serious weaknesses in the school's overall promotion of SMSC, the school is likely to be judged inadequate.

In formulating their policies, schools need to ensure they act within their duties under equalities and human rights law. Pupils have the right to manifest a religion or belief, but not necessarily at all times, in all places or in a particular manner. Where a school has good reason for restricting an individual's freedoms, for example, for the promotion of cohesion, the restriction of an individual's rights to manifest their religion or belief may be justified. A school must carefully consider the balance of the rights of individual pupils against the best interests of the school community as a whole.

When determining their policies, we expect school leaders to consider carefully reasonable requests to accommodate religious or other beliefs but to weigh this against the objectives of creating a unified school ethos or for the safety of pupils. It is for the school to make the final decision and we will not tolerate undue pressure or harassment of school leaders who, having considered requests and consulted on their policies, determine policies that reflects their individual school's ethos and values.



**The government will continue to support institutions to promote these values and we will continue to commission materials to support teachers to promote British values across the curriculum.**

In addition, Ofsted will review the prominence and the weight attached to fundamental British values. It will ensure that there is strong coverage of schools' promotion of fundamental British values and integration within its new inspection arrangements from September 2019, which are currently in development, and ensure it is a priority.

### **Independent schools**

In independent schools, inspections consider whether the school meets the independent school standards, including the standard for SMSC. This covers similar ground to that described above. If the school is not meeting any part of the SMSC standard, then DfE will consider what regulatory action is appropriate, bearing in mind the seriousness of the failing and what other failings may also be present. A range of powers is available, ranging from requiring the school to produce an action plan showing how it will meet the standard, to sanctions such as restrictions on school operation, and ultimately de-registration. However, the normal aim is to get the school to improve sufficiently so that it meets the standard at the next inspection.

The law provides a regulatory framework for independent schools, with provision to set standards and take action against schools which do not meet them. **The Department for Education will shortly be publishing for consultation two documents designed to make the existing system work better.**

The first document is guidance on the independent school standards. It will help schools which wish to meet the standards but are unsure about what they mean and what they need to do; many schools have said that they would welcome such guidance. The guidance will also make clear our expectations so that when inspectors find a school that is failing to meet the standards and has chosen to depart from the guidance, the school leaders will be expected to show why they have done so, and explain why they believe that the school is nevertheless meeting the standard in question. If they cannot do so, or they have not attempted to meet the standard, we will take regulatory action as described above. The second document is a policy setting out the circumstances in which DfE would move to "enforcement action". This is the point at which the

school, when having failed to respond to action designed to get it to improve to meet the standards, faces the government's enforcement powers. There are a range of these, including the imposition of a restriction, preventing the school from recruiting new pupils, and the ultimate sanction of forcing it to close. We are committed to taking a firmer approach to enforce standards when there is evidence of non-compliance.

**We will review whether the regulatory regime for independent schools that fail to meet the required standards should be strengthened further.**

### **Unregistered schools**

A small minority of unregistered schools seek to evade regulation altogether and operate unlawfully. These are schools that operate full-time and should be registered, but are not. We have provided additional resources to Ofsted to inspect suspected illegal schools. As a result, a new team of dedicated inspectors has been working to identify settings and visit them to determine whether or not they are operating unlawfully as unregistered independent schools. Between January 2016, when the team was created, and August 2017, Ofsted has inspected 125 settings and concluded that 38 of them were operating as unregistered schools and, as at August 2017, joint work by the government, Ofsted and other authorities where necessary has successfully secured compliance in 34 of those cases so that they have ceased operating unlawfully.<sup>65</sup>

We will also publish guidance which sets out how the government, Ofsted and local authorities can work collaboratively to help ensure children attending unregistered independent schools and out of school settings are safe and are receiving a suitable education.

We believe that all full time independent education settings should be registered and regulated, no matter what curriculum they offer. Currently, some cannot be registered because of the restricted range of their curriculum. This is unacceptable given the need to protect the welfare and education of the children involved. We intend to amend the registration requirement for independent education settings so that all such settings which children attend full-time during the school day have to register, and we will consult in due course on detailed proposals.

**We will also review Ofsted’s powers in relation to unregistered schools**, specifically, strengthening their abilities to collect evidence and interview those suspected of running illegal schools, to meet the stringent requirements for criminal prosecutions and ensure the schools close.

### **Out-of-school settings**

Out-of-school education settings can provide enriching activities and education for children in many subjects including arts, language, music, sport and religion. We want these settings to continue to provide children with learning opportunities whilst making sure that all out-of-school settings safeguard and promote the welfare of children. Currently, out-of-school settings are unregulated under education and childcare law. This can make it harder to intervene to safeguard the children attending them, and as a result those children may be more vulnerable to harm.

The government will boost the capacity to identify and tackle concerns in out-of-school settings where they arise, by supporting and working with a number of local authorities to demonstrate the benefits of different approaches to multi-agency working. Through this approach, we will be able to share and spread best practice across the country on how existing legal powers – held by local authorities, government, and a range of local agencies – can be best utilised alongside community engagement and outreach to intervene where there are concerns about the welfare of children. This continued work with communities will help develop an evidence base for rolling out a national approach.

Alongside this, **we will consult on a voluntary code of practice**, later this year, intended to set out clear standards for providers, explaining what they need to do in order to run a safe setting. This would cover their existing legal obligations, as well as covering issues such as: child welfare; health and safety; governance; suitability of staff; teaching; and financial management.

**We will also work with local authorities to provide more guidance for parents to support them in making an informed choice when considering out-of-school education settings**, and the steps they can take where they might have concerns, so that they can be confident that their child is in a safe learning environment.

In addition, **we will work with the selected areas and Integration Areas to develop locally-led, voluntary quality assurance arrangements for out-of-school settings**, building on existing good practice.

Taken together, these measures will help give parents choosing out-of-school settings increased confidence that their children will be taught in a safe environment.

The government will be **publishing the outcome of its call for evidence on out-of-school settings** soon.

### **Home education**

Parents have the right to home educate their children, and we warmly welcome those who do it well, and we are looking at ways we can support them further. But this must be balanced with the child’s right to a good and suitable education in a safe environment which equips them for life in Britain. While we have no concerns where home education is done well, it is right to be concerned where children are not receiving a suitable education, and those cases where children are said to be ‘home educated’, but are in reality attending unregistered settings. It is important that we also hear the views of parents and young people involved in home education.

**The government’s non-statutory guidance will be revised** so that it explains more clearly to both local authorities and parents what their respective rights and obligations are, including making it easier for local authorities to tackle poor elective home education more effectively and with more confidence.

**The government will be inviting views on revised guidance on home education that will clarify local authorities’ existing powers to take action where home educating parents are not fulfilling their duties to provide their child with suitable, full time education.** We want to gain wider acceptance for the proposition that greater oversight of children who are not receiving adequate education, including those attending unregistered settings and those for whom home education is not working properly, is needed.

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## **Questions for individuals and organisations**

- The Green Paper proposes measures to ensure that all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds. Do you agree with this approach?
  - The Green Paper sets out proposals to support parents with their choice of out-of-school education settings. Do you agree with this approach?
-

## Chapter 4: Boosting English language skills

### Our vision

Everyone living in England should be able to speak and understand English so they can integrate into life in this country by getting a job or improving their prospects at work, accessing and making good use of local services, becoming part of community life and making friendships with people from different backgrounds. With improved levels of English, people will be less vulnerable to isolation and loneliness and can build their confidence to speak up for themselves.

Supporting people to improve their English skills is important to achieving the vision and meeting the challenges set out throughout the other chapters in this strategy.

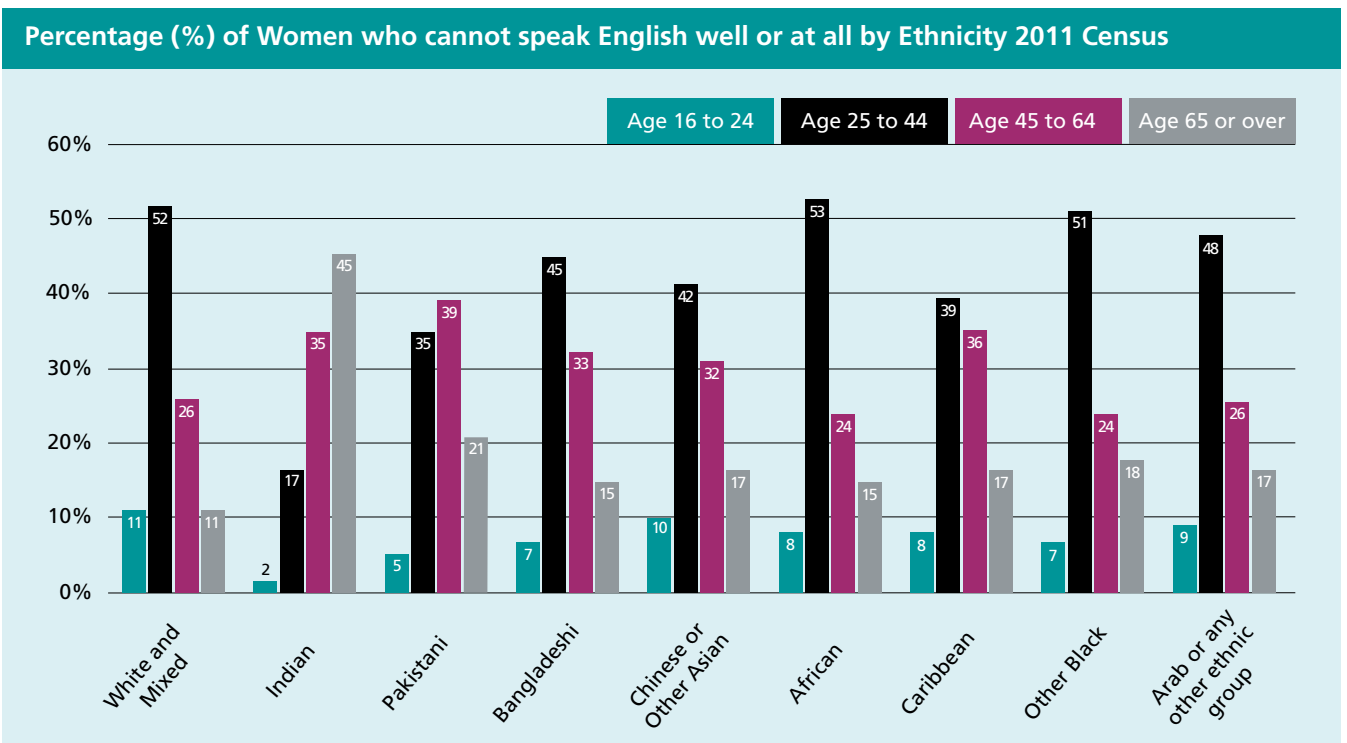
### The challenge

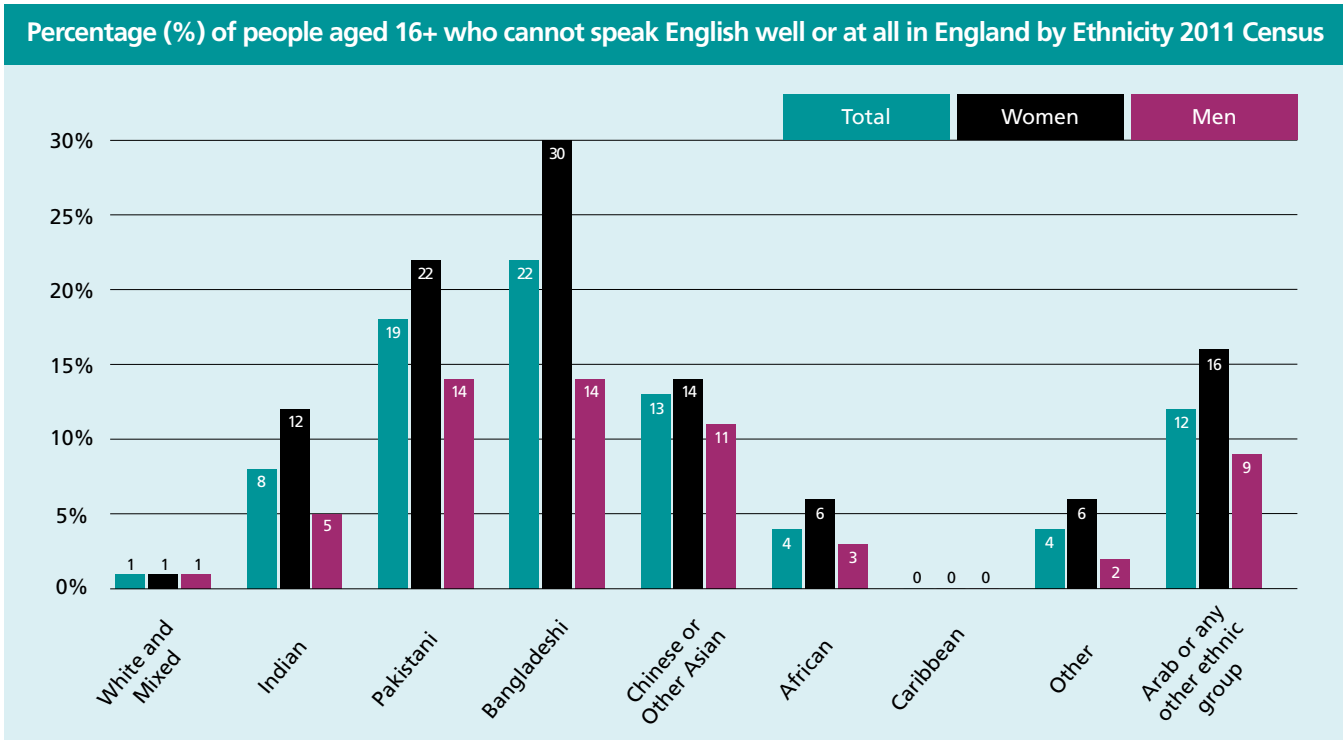
#### Too many people who don't speak English

The introduction of stronger English language requirements for non-EU migrants, as set out in Chapter 2, will reduce the flow of people into the country with poor English. But there remain many people in England who cannot speak English well or at all – in the region of 770,000 aged 16 years and older at the last Census.<sup>66</sup>

English proficiency is lowest for working age men and women aged 25-44 across all ethnic groups except for people of Asian/Asian British (Indian) heritage, where older age groups have lower proficiency. By ethnicity, Pakistani (18.9%) and Bangladeshi (21.9%) groups have the highest proportions of people aged 16 or over with poor English language proficiency. By faith community, the Muslim population has the highest proportion of people aged 16 and over who cannot speak English well or at all (16%). Across the population as a whole, more women than men report not speaking English well or at all (2.1% compared with 1.5% for men).<sup>67</sup>

The graph below shows the distribution of women who don't speak English well or at all by ethnic group.



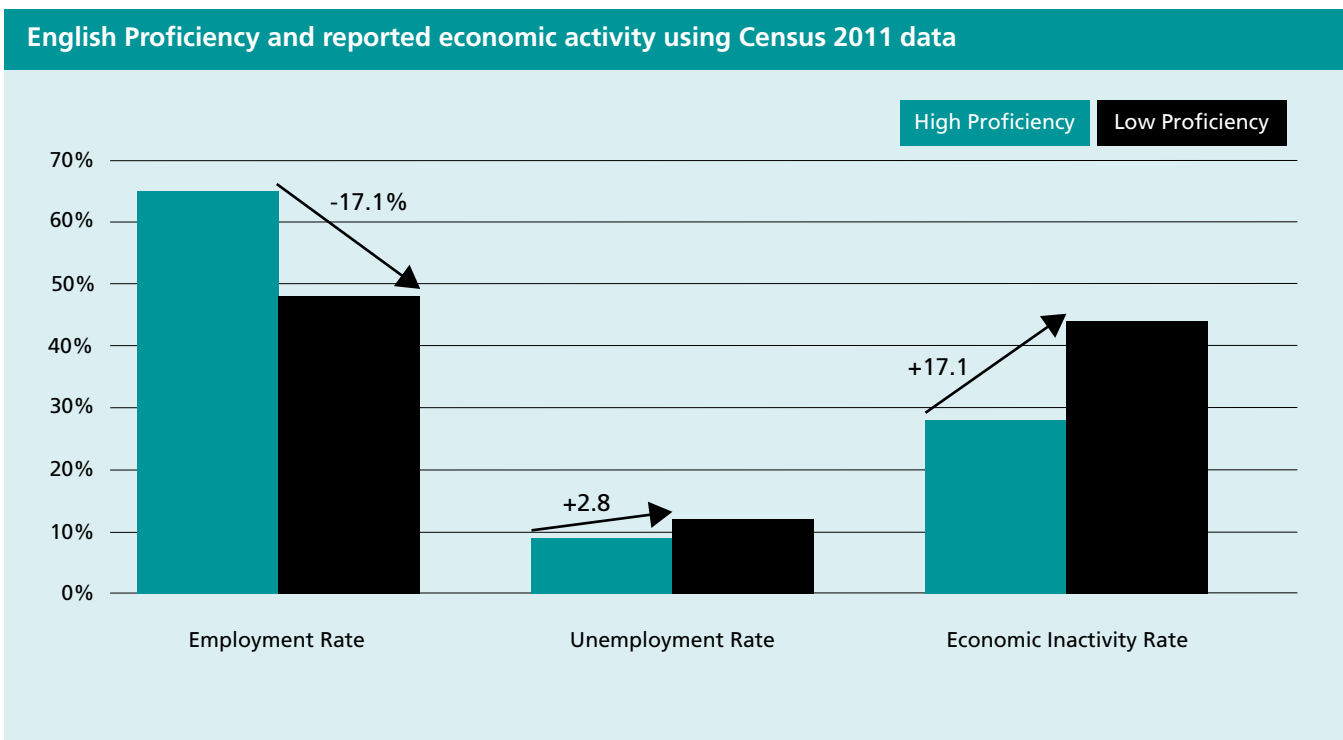


### Impacts of poor English

An individual’s lack of proficiency in English is likely to hinder their ability to integrate by limiting opportunities to get a job, to mix with people from different backgrounds, and to participate in community life.

Analysis of the ONS Longitudinal Sample,<sup>68</sup> which looks across generations of migrants to the UK, shows that people with better English language skills were more likely to have ever worked, be economically active or in full-time employment. It did not however have a significant effect on the likelihood of being unemployed. Lower English skills also increased the likelihood that a person lived in a more deprived area or in an area with a higher proportion of people who spoke the same (non-English) language.

Analysis of Census 2011 data<sup>69</sup> shows that those with low proficiency in English were less likely to be employed and more likely to be economically inactive than people with high English proficiency levels.



Low levels of proficiency also create costs for providers of local services, such as local authorities and health providers, which have to pay for translation of information and may impact on others in the family, including children, who have to act as translators for relations or friends who cannot speak English<sup>70</sup>.

Not being able to speak English may also exacerbate feelings of loneliness and isolation and prevent people – often women – from seeking help if they are subject to violence or abuse.

### Barriers to improving English language skills

There are many factors which influence the likelihood of someone having poor English, including:

- **The age at which they arrive in the UK:** Evidence suggests the best results are achieved by those arriving at primary school age or younger. Those who arrive later in life may require additional support to improve their proficiency.<sup>71</sup>
- **How long they have lived in the UK:** Accessing support early can help people make greater and faster progress. Waiting to access support can damage confidence and make it more difficult to make the first steps.
- **Levels and experiences of formal education** before migration, including literacy levels in the learner's first language and the confidence to participate in a formal learning environment.
- **Availability of time:** having little free time due to parental, domestic or work responsibilities can make it difficult for people to prioritise learning. The availability and affordability of classes close to home or work and at suitable times is therefore important.
- **Levels of support, confidence and encouragement** from family, friends and other influencers. If improving proficiency is seen as a positive, people may be more likely to engage and to persevere until their English improves.
- **Where someone lives and their employment status:** Living in a neighbourhood where people speak your native language may reduce the motivation to learn English, especially if you do not work or work in an environment where English is rarely used.
- **A person's stage in life.** People may be more open to learning English at certain points in their life. For example, when children start school parents may

want to improve their English so they can support their children's education. A change in financial circumstances may mean someone wants to improve their English skills to get a job or to earn more money.



Opportunities to learn English need to be tailored to meet the different needs of this diverse group of learners, with different motivations, starting points and levels of confidence. There are particular challenges in engaging those who have lived in the UK for some time and not taken steps to improve their English skills.

### Matching provision to learners' needs

The government makes substantial funding available for English language through the Adult Education Budget, Jobcentre Plus, community-based provision, and specific support for some refugees. However, the local delivery landscape can be difficult to navigate for some people who need help to point them in the right direction. Others who would benefit from improving their skills may not be motivated to make the first steps themselves so activity to make people aware of the opportunities close at hand is often necessary.

The All-Party Parliamentary Group (APPG) on Social Integration found that, 'The challenge of navigating a language learning landscape shaped to accommodate diverse learning needs will be made more difficult by a general lack of co-ordination between programme providers'.<sup>72</sup>



Effective local partnerships provide a framework within which to collect and share information to understand what is required to reach those who most need support and improve the experience of learners. In some places, partnership arrangements are not well formed.

The APPG heard evidence that progression routes for learners are not always smooth and, in particular, concerns that there is too little provision at the early stages of learning English in settings in which learners would feel comfortable. We do not currently track the pathways all learners on Community-based English language programmes (covered in more detail later in this Chapter) take once they complete courses, so our sources of data on the scale of this problem are not as strong as we would like. However, it is clear that where individually-tailored progression plans are in place this helps learners to continue to develop their skills through the stages of learning English.

Recent reports by Home Office-funded Regional ESOL coordinators include the Learning and Work Institute's report on Mapping ESOL Provision in Greater London, which found that over half of providers, rising to two thirds of colleges, reported struggling to meet demand at pre-Entry and Entry Levels, with this type of provision most frequently identified as being oversubscribed.<sup>73</sup>

## What are we going to do?

### Government support for English language learning

#### Supporting jobseekers and other adult learners

The government supports people to participate in English for Speakers of Other Languages classes through the Adult Education Budget.

The government provides **full funding of course costs for people who are unemployed and looking for work so they can gain the English language skills they need to find employment.** Jobcentre Plus provide support to jobseekers, including referral to English language courses, where poor English is a barrier to securing a job. Participation in English language training is a requirement for all new claimants of Jobseeker's Allowance and Universal Credit whose spoken English and understanding of English is below Entry Level 2, as a condition for receiving their benefits. Jobcentre Plus work coaches also have the discretion to refer claimants of all abilities to English language training to improve their English if it helps them find employment and providing they continue to meet their other claimant requirements (for example, searching for jobs) and job seekers may also self refer.

All other eligible learners are co-funded, with the government providing half of the course costs. Providers have the flexibility to top up the 50% funding available - which many colleges and other providers do - so more of the course fees are subsidised. This supports, for example, people who are in low-skilled employment to advance their career, as well as those who are economically inactive to integrate into their local communities. Learners can also access English literacy courses, such as Functional Skills English, which are fully-funded up to Level 2 for all adults in England. The Adult Education Budget can be accessed to fund different types of learning including learning in community settings, alongside formal qualifications, or instead of them.

From April 2019, the government is devolving responsibility for the Adult Education Budget to eight Mayoral Combined Authorities MCAs<sup>74</sup> and the Greater London Authority (GLA) (subject to the fulfilment of readiness conditions as set out in their devolution deals) so they can determine and fund local priorities.

### Support for vulnerable persons and children

Local authorities which resettle refugee families under the Vulnerable Person Relocation Scheme (VPRS) or the Vulnerable Children's Relocation Scheme (VCRS) are required to ensure that those families receive English language support.

The Home Office and Department for Education have jointly provided a **£10m fund spread over five years, to enable local authorities to make more tuition available**, build their capacity and make childcare provision to open access to English classes for those with young children. Some of this funding can be used to build capacity, such as training more teachers, buying equipment, or renting classroom space.

The Home Office has also provided money to local authorities to increase childcare provision so that adults with young children can access English classes. A further Home Office fund has also created a **new network of regional coordinators who are responsible for mapping English language service provision**, identifying gaps, sharing good practice, and helping local authorities to build capacity.

### Supporting women in segregated communities

The Ministry for Housing, Communities and Local Government (MHCLG) funds a community-based English language programme which provides **free support for people with no or very little English where this is a significant factor in their isolation**. Courses are tailored to the needs of people who may lack the confidence to take up support offered in a formal learning environment. Many of those who access this support - often women - have lived in the UK for a number of years without gaining basic English skills. Analysis carried out by one of the providers of the government's Community Based English Language programme found that since Creative English started in 2013, 63% of learners had been in the UK for over five years, 40% for over 10

years and 18% for over 20 years. Learners are offered help through a network of local providers based in community venues where they are likely to feel comfortable to take their first steps learning English.

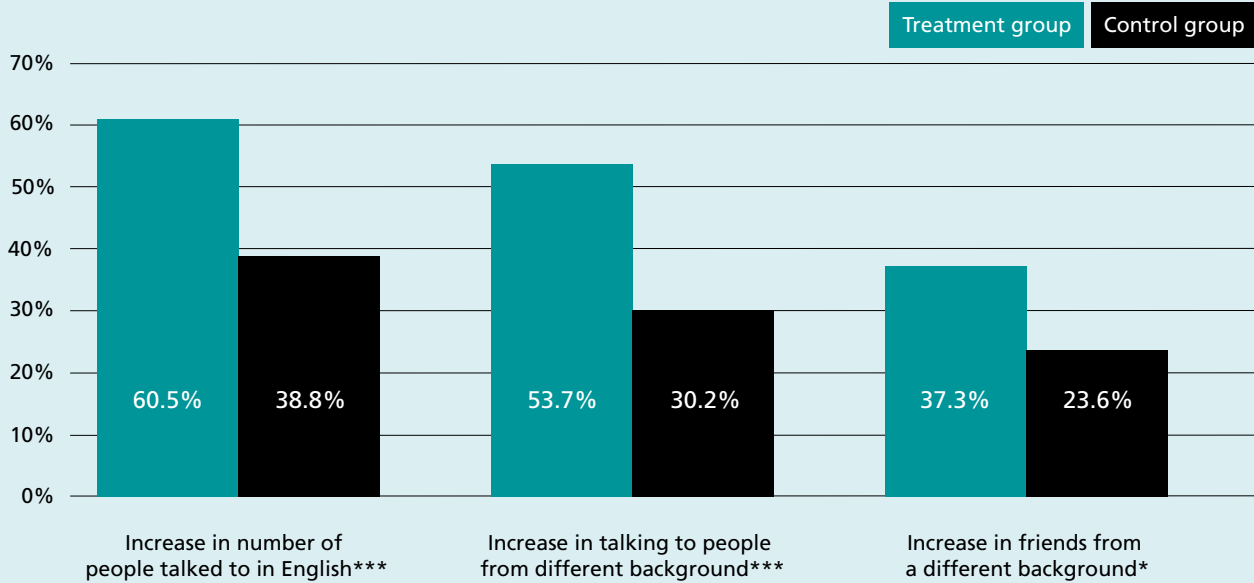
To open up new routes to learn English that may previously not have been available and to encourage people to overcome reluctance or a lack in confidence to take up a course, we will use learning gained from the current programme to **launch a new community-based programme in places where there are the highest concentrations of people with little or no English**.

### Community-based English language classes: a randomised controlled trial

In May 2016, MHCLG ran a Randomised Controlled Trial to evaluate the impact of community-based English language classes on language proficiency and social integration outcomes. The trial involved over 500 participants, and was spread over five different areas in England.

Participants were randomly assigned to a treatment and control group, with the treatment group receiving the 11-week language course in April 2016 and the control group receiving it in September 2016 (after the trial had ended). Participants were assessed on their language proficiency as well as attitudes and behaviours related to social integration such as social mixing behaviours and levels of trust and belonging. The trial highlighted the effectiveness of community-based English language provision: participants in the intervention group who had attended the classes in April scored significantly higher on both language proficiency and social integration outcomes than those who had not yet attended.

### Community-based English language classes: results from a randomised controlled trial



Applicants for funding will be asked to demonstrate how they will deliver local provision through a network of easily-accessible community hubs. There will be a renewed emphasis on approaches which help remove barriers to acquiring basic English skills and build learners' confidence to participate in the daily life of the local community using English.

To address the challenges we have identified with local co-ordination, we will ask applicants to demonstrate their capacity to participate in partnerships with other local providers and local authorities to build progression pathways for people who have benefited from courses funded under the programme. We will also expect community providers to work with local colleges to help learners overcome any fears they may have about moving to more formal provision in a college.

#### Improving the English language offer at local level

We have seen examples of successful local approaches to enhancing the offer for people looking to improve their English skills. Models such as the Hackney ESOL Advice Service, MESH in Leeds and Nottingham's Begin service have been developed to reach and refer potential learners into suitable English courses and we will want to learn from these.

**Hackney English Language Advice Service**  
**The Hackney ESOL Advice Service carries out assessment and placement of English language learners into suitable courses. It recruits learners on behalf of all known English language providers in the Borough. In cases where suitable provision may not be readily available, the service aims to identify gaps and work with providers and other partners to fill them.**

The service offers learners access to free assessment and advice sessions, held frequently in a variety of community venues across the Borough, and keeps learners informed of the options available. In return for help with recruitment, local providers contribute ESOL professionals to run advice sessions on the basis they provide a neutral service (rather than recruiting to their own courses).

For those who are not confident about attending a session at an unfamiliar venue, and need more support, on-site advice sessions are offered at their local school, children's or community centre.



The service has developed strong partnerships with a range of providers across the borough, in order to increase the number of options available to learners, as well as to reduce the number of providers that learners must approach individually to find a suitable course.

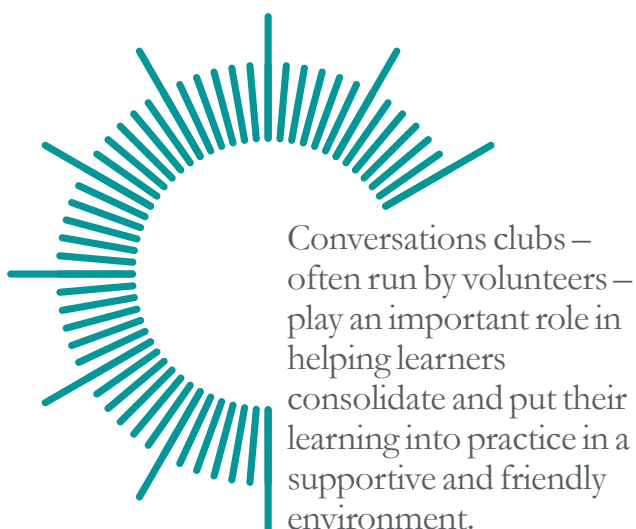
Information collected during assessment and advice sessions is regularly shared with providers and policy makers in the Borough, offering them the opportunity to provide courses based on evidence of need.

### Improving the provision of English language learning will be a priority in the Integration Areas.

Referral services offer advice for learners to make sure their needs are properly assessed so they access the course which is right for them, reliable advice on the types of courses (funded and otherwise) for which they may be eligible, as well as help finding the next suitable course when they are ready to progress.

A coordinated referral service could gather rich local data on how the provision available in the local area currently matches the needs of learners and enables providers to tailor their offer and fill places on their courses, thereby making better use of funding.

We want to support local areas to develop this kind of approach as part of a local plan linking local education and skills provision, such as Jobcentre Plus, Skills Advisory Panels and referral provision from the National Careers Service. We will also encourage local authorities, where applicable, to work with the Combined Authority on their approach to enhancing English language provision.



### A new English language fund for places experiencing integration challenges

We will also launch a new programme to support places outside the Integration Areas to develop new infrastructure to improve the offer for English language learners. We will publish a new prospectus which will invite bids from councils and their partners. This funding will be available to:

- Develop and strengthen local partnerships;
- Improve the information and support available to learners;
- Build pathways for learners of English so they can make better progress;
- Provide additional classes to help people in the early stages of learning English where there is evidence of need.

### A network of conversation clubs

Conversations clubs – often run by volunteers – play an important role in helping learners consolidate and put their learning into practice in a supportive and friendly environment. They work best alongside learners attending a community-based or formal college course. Conversation clubs also support integration by bringing together learners and volunteers from different backgrounds to share a mutually-rewarding experience.

We will introduce a new England-wide scheme to strengthen existing volunteer-led support and encourage more volunteers to participate in setting up and running new conversation clubs.

To develop the scheme, we will test approaches to using conversation clubs alongside structured learning environments in the Integration Areas and explore how we can include conversations clubs within wider referral services to build personal learning pathways into, or in combination with, non-formal or formal classroom provision.

We will draw upon the experiences of learners, practitioners and volunteers in order to launch an online hub to support volunteers. This hub would best be led and managed by a voluntary sector organisation and will provide:

- Web-based guidance and training programmes for volunteers;
- Online teaching materials to help volunteers facilitate conversation clubs;

- Access to a forum to share experiences and seek advice;
- A platform for attracting volunteers and enabling online conversations for those unable to attend face-to-face clubs.

### Improving the national approach

To create clearer pathways for learners, improve outcomes and secure better value for the taxpayer by making best use of existing funding, **we propose developing a new strategy for English Language in England.**



The development of a new strategy would reflect the importance of English language to achieving a number of different social and economic outcomes, including integration and citizenship, employment, realising potential in work and helping people to understand how best to access services.

Development of the new strategy would involve research and engagement with the sector, including practitioners, providers and the experiences of learners **to review and improve our strategic approach to English language provision** to better support local decision makers, including Mayoral Combined Authorities MCAs<sup>75</sup> and the Greater London Authority (GLA) following devolution of English language provision.

We invite views on the possible content of the new strategy but propose it would set out our national priorities for English language provision so we can better match provision to need and ensure learners get the right advice on the English language classes available to them and ongoing help so that they can continue to progress onto other courses that support them into work. It is also important that we improve how information on the needs of learners is collected and shared and used locally to plan and improve provision.

We also propose to work with businesses to see what more they can do to encourage learning in the workplace and review the role that technology can play in helping people improve their skills.

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### Questions for individuals and organisations

- The Green Paper proposes a number of measures to improve the offer for people to learn English. Do you agree with this approach?
  - Do you have any other suggestions on how we can improve the offer for people to learn English?
-

## Chapter 5: Places and Community

### Our vision

Everyone should feel comfortable living alongside and mixing with people from different backgrounds. We want to see vibrant communities in which everyone plays a part and for people from all backgrounds to have access to, and make use of, community hubs such as libraries, community centres, cultural venues, parks and pubs where they can come together with people from different backgrounds around shared activities.



### The challenge

#### Increasing concentration of residential segregation in some places

There is evidence that more mixed residential areas are developing. Minorities are living in mixed-minority 'superdiverse' areas and, to a lesser extent, largely White British areas, creating more diverse areas and less segregation over the population as a whole.<sup>76</sup> At the same time, however, there are town and city neighbourhoods where some minority ethnic and faith communities (in particular Pakistani and Bangladeshi ethnicity communities and Muslim communities) have higher levels of residential concentration than other groups,<sup>77</sup> which could limit opportunities for interaction with White British communities.<sup>78</sup> In 2001, 25% of non-White ethnic minorities lived in wards where White British people were a minority. In 2011, the figure had risen to 41% of non-White British ethnic minorities.<sup>79</sup>

### Impacts of residential segregation

Residential segregation in itself need not be problematic. However, it can be a key factor driving segregation in schools.<sup>80</sup> It can also hamper integration by creating communities in which there may be little need for people to learn English and limited opportunity or willingness to challenge cultural practices which hold people back, in particular women, from realising their full potential. Where people live in segregated areas, the opportunities for them to mix and form meaningful relationships with people from different groups are more limited, potentially leading to higher levels of mistrust and anxiety.

### Understanding what causes residential segregation

It is a fundamental right that people are free to choose which neighbourhoods they live in and the law protects them from being discriminated against in relation to buying and renting a home and in the allocation of social housing. A wide range of factors will influence these choices, including employment circumstances, the quality of public services and local amenities, individual preferences and a desire to be close to family and friends.



We know that economic factors also play an important part, with constrained choices due to affordability for those on average and low incomes in many parts of the country regardless of their ethnicity. However, the Ethnicity Facts and Figures website shines a light on long-standing disparities in the housing market – some ethnic minority households are less likely to own their home, more likely to rent, more likely to become

homeless and more likely to live in poorer-quality homes.<sup>81</sup> Some of these disparities are driven by demographic differences – ethnic minority households tend to be younger, larger and more likely to live in London where home ownership is least affordable.

## What are we going to do?

### Housing

The available evidence suggests that housing policy and practice plays a role in shaping residential settlement patterns which, in turn, can result in some degree of residential segregation. However, we need to understand better how housing policy and practice can help support integration across all tenures.<sup>82</sup> **We will take forward a programme of work in collaboration with the housing sector, and locally in the Integration Areas to ask a number of questions, including:**

- What best practice can we share about tackling rogue landlords and engaging responsible landlords and tenants to help bring greater stability to transient neighbourhoods?
- What are the key indicators/measures of segregation and desegregation at national/local level which could be used to track change?
- What are the main gaps in evidence that should be plugged?

Through this engagement, **we will review what changes to policy and practice would help in addressing segregation and increasing social mixing.**

As part of this, we will undertake work to determine how housing policies have influenced integration outcomes over time through an in-depth study into a local authority area to help us develop new approaches.

We know from the Controlling Migration Fund that neighbourhoods with the highest levels of inward migration and transience and the highest levels of deprivation are often characterised by large volumes of private rented accommodation. **Through the Controlling Migration Fund we are supporting action to stop the unacceptable actions of rogue landlords,** giving advice to landlords to help them maintain their properties and programmes to raise awareness among recent migrants so that they are aware of both their rights and responsibilities as good neighbours.

### Planning

The planning system can also play an important role in facilitating social interaction and creating healthy, inclusive and safe communities. Physical barriers such as walls and gating can exacerbate segregation but careful planning to provide access to high-quality public space can help create physical environments in which people from different backgrounds feel comfortable coming into contact and mixing with each other.

Local communities should be actively involved in the plan-making process, so that there is a clear understanding and shared vision of the residential environment and facilities they wish to see. Local planning authorities should also seek to involve all sections of the community in the planning decisions that will affect them, and should support and facilitate neighbourhood planning.

Through the consultation on a refresh of the National Planning Policy Framework we are seeking views on strengthening the framework to refer directly to the **importance of making policies and decisions that facilitate social interaction and so help prevent real or perceived barriers between communities.**

### Support for economically disadvantaged areas

It is often in our most economically disadvantaged communities that we see division, isolation and a sense of being left behind. A range of existing programmes target investment at economically disadvantaged areas and groups, including local and regional growth funding; support for high streets and town centres; estates regeneration; the Coastal Communities Fund; and the Communities Fund. Policies such as devolution and city deals, and business rates retention, provide incentives for areas to improve leadership and growth.

In involving local communities in decisions about social and economic regeneration, we should look to unite communities behind their common interest in making their areas more prosperous, better places to live and providing more opportunities for the future.

### Bringing people in the community together

Whatever people's background, the one thing they have in common in a local area is that they all live in that place. Shared spaces and shared activities help to create a sense of place and foster local residents' pride.

The government values the huge amounts of work volunteers do in communities up and down the country to organise and deliver community activities

which help bring people together from different backgrounds to address loneliness, share experiences, and to develop meaningful and lasting relationships.

To support community action, the government funds Community Organisers to act as local leaders, bringing people together to take action on the things they all care about. The Community Organising programme is based on listening and catalysing bottom-up action led by local residents. We know that where Community Organisers were at work, people felt a stronger sense of belonging to their neighbourhood, they felt more valued, and they became more likely to team up and improve their area. The Community Organisers Expansion Programme, funded by the Department for Digital, Culture, Media and Sport, is expanding the number of Community Organisers trained by 3,500, by March 2020.



### Championing community power and rights

The government champions community rights and wants to encourage communities to harness and exercise the power they have to shape the places they live and work. Programmes such as community ownership of assets and Community Economic Development programmes demonstrate that when inspired and given the knowledge and 'know how' communities can come together to solve the issues they face.

Community ownership of assets, such as parks, pubs, libraries and community centres supports strong integrated communities by catalysing social action. Saving a much-loved asset and taking part in shaping services can act as a focal point for the community and offers opportunities for people to mix and combat a 'them and us' mentality. This is why we introduced Community Rights in the Localism Act 2011 to help

communities take on the ownership and management of local assets and to give local people the opportunity to influence decisions on local spending and the delivery of local services.

The Communities Fund is supporting communities to co-design services that work effectively for local people and helping them make the case for continued investment into services that deliver wider cost savings.

The My Community Advice Service and Network offers expert advice to communities on using community rights, neighbourhood planning and neighbourhood-level working. We will **issue revised guidance on how community groups can bid to take over the running of valued local assets including an online platform** for local authorities and community groups to track usage of local assets like pubs and parks. **We will evaluate the impact of our work to date on the transfer of assets to determine what has worked and how this can be replicated across all communities.**



### Shared community spaces

Community hubs provide a vital location for physical, face-to-face social mixing outside workplaces, schools and homes. This helps to address loneliness, break down barriers and improve trust between people from different backgrounds and with different life experiences. Following the report of the Jo Cox Commission on Loneliness<sup>83</sup>, the government is working with a range of organisations to shine a light on the issue of loneliness and to create the first ever cross-government strategy on loneliness in England. The Minister for Sport and Civil Society is leading a cross-government group which will take responsibility for driving action on loneliness across all parts of government and keeping it firmly on the agenda.

Libraries are widely trusted and used by many people. This can be venues for everyday formal and informal social interaction especially as many are co-located with Jobcentres, children's centres and leisure facilities and are often the location for programmes specifically aimed at supporting more isolated people; for example, welcoming refugees and new migrants, formal and informal English language classes and job-seeking training and advice to people. Local libraries can also help to foster a shared sense of pride in a place by celebrating local history.

The potential for libraries to play a key role in supporting integration is recognised in the Libraries' Taskforce's 2016-2021 strategy which sets an aim for libraries to build 'stronger, more resilient communities'.<sup>84</sup> **We support the use of libraries and other community hubs to support integration and challenge them to maximise their contribution to building integrated communities.**

### Integrating through socialising at Ipswich Library

Ipswich Library runs a programme bringing together women from diverse backgrounds to give them an opportunity to learn English, and socialise and integrate with each other and into Suffolk life. Activities and topics covered are flexible and tailored to women's needs - from banking and using an ATM machine, to reading a utility bill and visiting the doctor. The sessions also promote understanding between different communities and the women regularly bring their small children too, helping achieve real social integration at the earliest stages.

The programme has helped individuals secure jobs, deal with public services without the need for a translator and has been nominated for multiple awards. Members have gained confidence over time to participate more fully in the community they live in, become ambassadors for their own communities and helped to spread the word about the sessions.

Our wealth of parks and open spaces are valuable shared community spaces, ranging from large principal parks with many facilities and amenities, to small neighbourhood or pocket parks.

The Heritage Lottery Fund's State of UK Public Parks 2016 report found that three quarters of local authority park managers had reported increases in visitor numbers over the previous three years. Usage was particularly high among ethnic minorities, of whom 71% use their park at least once a month compared to 56% of people identifying as White.<sup>85</sup> In 2017, Fields in Trust published a summary of research which suggests that visiting a park or green space at least once a week contributes to improvement in health and wellbeing.<sup>86</sup>

This underlines the benefit of accessing good quality local green spaces, and the way community hubs based in the natural environment can help to strengthen community cohesion and social mixing between the diverse people living in local communities. The government's 25 year environment plan, launched in January 2018, recognises the importance of green spaces to people's health and wellbeing, and sets out a commitment to green our towns and cities in support of its overall goal of improving the environment within a generation.

We will deliver an ambitious response to the Select Committee inquiry into the sustainability of Parks and Green spaces. **Working closely with parks groups and volunteers through the Parks Action Group, we will identify how parks can be protected and improved** to provide important areas of social mixing, positive health outcomes, educational and training opportunities and encourage business investment.

### **Parks and Green Spaces – A place for communities to come together**

Parks and green spaces provide an inviting and relaxed natural environment where the diverse people living in local communities can come together to overcome social isolation and to improve their health and well-being.

#### **Westbury Pocket Park - Worcester**

In Westbury Pocket Park, Worcester, helpers at the gardening group include a range of people aged from three to eighty five. It includes people with learning disabilities and physical disabilities, and people who are new to the area, some of whom speak little English. This pocket park has been a great way of bringing the community together and getting people talking to each other. It is used by children to play and by older people to socialise; and it has experienced no vandalism or anti-social behaviour.

Westbury Pocket Park received funding from the Ministry of Housing, Communities and Local Government's £1.5million Pocket Parks Programme.

#### **St. Ann's Mill Pocket Park, Leeds**

St. Ann's Mill Pocket Park, Leeds, gives local people the opportunity to make new friends with other people living in their local community. The park adopts a community-focused approach, delivering a range of activities and projects – including a practical conservation project which has helped local people experiencing social isolation to become actively involved with volunteering and helped them to overcome depression and loneliness.

### **Shared activities through culture and sport**

Over 60% (27.1m) of the population are 'active' – doing over 150mins of sport and physical activity a week,<sup>87</sup> - and 77% of all adults engaged in the arts at least once in the last 12 months.<sup>88</sup> Engagement by BAME adults, those with long-standing illness or disability, and people from lower socio-economic groups, was 70%, 74%, and 67% respectively.<sup>89</sup> There is therefore huge potential for these activities to contribute to building integrated communities, by helping people to find a common interest, promoting social mixing and increasing participation in voluntary activities which build a sense of community.

Research shows that participation in arts may lead to greater social interaction and help to develop social relationships and networks. Organised arts activities may also help promote the inclusion of disadvantaged groups such as refugees, disabled people and young people at risk.<sup>90</sup>

The Creative People and Places programme suggests that enabling communities to come together around a purpose, and celebrating what they share and have in common, rather than highlighting their differences, empowers the people involved and gives them a greater sense of belonging in their community.

Funding for the project is given specifically to consortia, including representatives from community groups, alongside arts and cultural organisations to ensure that the final project is collaborative, and allows local people to shape the art and experiences they want to see in their area. One Creative People and Places project put on a Polish theatre performance to engage the local Polish community. This proved highly successful in encouraging participation among a group that had previously held back from engaging in local arts activities, and led to more Polish people participating alongside people from other communities in other Creative People and Places project events in the area.<sup>91</sup>

## Youth Music

Youth Music is a national charity investing in music-making projects for children and young people experiencing challenging circumstances. Each year, Youth Music funds more than 350 Youth Music projects across England, supporting around 75,000 children and young people. In 2016/17, 77% of core participants came from disadvantaged backgrounds with 24% citing economic deprivation. 47% of funding in 2016/17 was allocated to local authority areas that rank as 20% most deprived nationally, and 76% of investment went to the 40% most deprived areas.<sup>92</sup>

Youth Music has prioritised 0-5 year olds who face barriers to music making based on their circumstances, or where they live; those with special education needs and/or disabilities; those not in education, employment or training (NEET) or at risk of being NEET; those that have committed an offence or are at risk of offending; and where children and young people face other access barriers.

Youth Music aims to create opportunities for children to learn a new musical genre in a town where not much happens; supporting ground-breaking initiatives in a deprived part of a city; responding to difficult challenges like young people at risk of radicalisation; and helping to bring communities divided by prejudice or gangs together to perform.

The government's Sporting Future strategy,<sup>93</sup> published in December 2015, holds five key outcomes at its core: physical wellbeing, mental wellbeing, individual development, community development and economic development. Sporting Future is clear that sport and physical activity have a key role to play both in providing opportunities for individuals to develop and to build skills that will help with education and employability, but also in bringing together communities and in fostering a sense of cohesion and belonging.

Sport can be a way of reaching out to people who have little engagement with other activities or public services. Participation in sport builds team-work in pursuit of a common goal, improves educational behaviour and attainment, develops social skills, and

provides a platform for dialogue about sensitive issues to help break down myths and barriers.

Evidence shows that those who belong to a sports club are 35% more likely to achieve very high life satisfaction than those who are not.<sup>94</sup> Being active through any type of sport and physical activity means adults are 57% more likely to experience higher levels of perceived self-efficacy and that people who volunteer are 29% more likely to report more trust in other people than those who don't volunteer.<sup>95</sup>

**Government will back sport-based interventions to build integrated communities. We will work with Sport England, the government body that provides funding and support to grassroots sport, to use sport and physical activity to bring people together.**

## Hull City (Tigers Sport and Education Trust) – Premier League Kicks International and Refugee Football Sessions

In 2017, Tigers Sport and Education Trust successfully established weekly Kicks International and Refugee football sessions in Hull to provide a 'warm welcome' and breakdown some of the cultural barriers in the City.

The sessions have enabled participants from a range of backgrounds to improve language and communication skills, by engaging with a range of people and scenarios, providing the opportunities to engage with individuals, and thereby helping develop more integrated communities. Apart from football, the project has been able to provide opportunities for participants to acquire skills and knowledge in areas such as volunteer development. The impact of the project includes vastly improved English written and verbal skills - this has enabled numerous participants to now sign up for local Saturday and Sunday league football teams.



### **Charlton Athletic Community Trust**

Charlton Athletic Community Trust (CACT) uses the broad and universal appeal of sport to bring people together to overcome differences. Football, in particular, can be a powerful tool for building bridges between different communities, and for promoting integration.

Following an increase in tensions between different community groups, CACT developed a targeted and structured football programme to bring together local community groups and faith organisations. Local community 'spaces', such as Woolwich Leisure Centre, as well as Woolwich Barracks, were identified as venues. These familiar locations provided vital platforms for bringing together different groups, who might otherwise not normally meet.

Experienced CACT coaches delivered regular football sessions, often mixing the teams. This was crucial for breaking down barriers and providing positive interaction between the different groups. Over time, these structured team activities helped to overcome community differences, by promoting understanding between different groups, as well as helping to develop new social networks, and forge new friendships. This proved crucial for changing attitudes and building wider understanding.

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### **Questions for individuals and organisations**

- The Green Paper proposes measures to ensure that people, particularly those living in residentially segregated communities, have opportunities to come together with people from different backgrounds and play a part in civic life. Do you agree with this approach?
-

## Chapter 6: Increasing Economic Opportunity

### Our vision

The government's Industrial Strategy sets out our vision for a transformed economy that boosts productivity and earning power throughout the UK.<sup>96</sup> This includes promoting good jobs and opportunities for people to reach their full potential. Work and progression in work supports integration by increasing the size and diversity of our networks and brings confidence and a sense of belonging. Everyone, no matter what their background, level of educational attainment, or where they live, should have the opportunity to upskill and reskill into the jobs of the future. Fair recruitment identifies the best talent and investment in the skills of our workforce increases business growth and competitiveness.

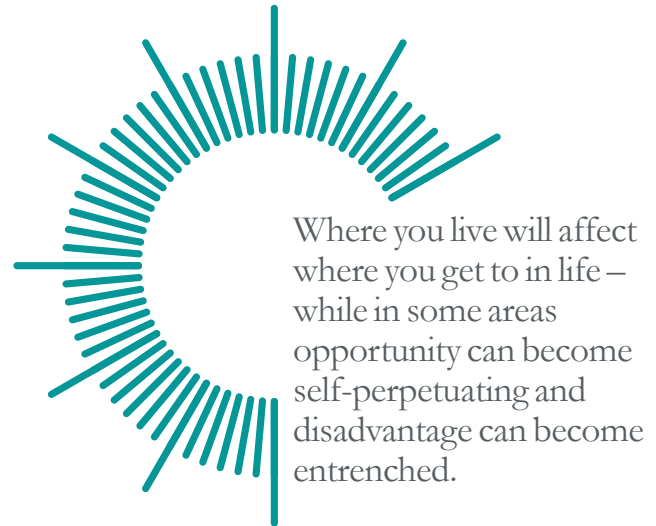


### The challenge

#### Employment and unemployment

Our cities, towns and rural areas have competitive advantages that are essential to boosting productivity and earning power. Yet many places are not realising their economic potential. The government's 'Ethnicity Facts and Figures' website highlighted that employment rates are lower for ethnic minority groups than the overall population across the country with a larger gap in the North than in the South (13.2% compared to 9%).<sup>97</sup> These disparities affect people's life chances: their educational attainment, earnings, and opportunities to progress and enjoy good work. 'Unlocking Talent, Fulfilling Potential', the government's recent plan for improving social mobility through education, sets out a challenge: while talent is

spread evenly across this country, opportunity is not.<sup>98</sup> Where you live will affect where you get to in life – while in some areas opportunity can become self-perpetuating and disadvantage can become entrenched.



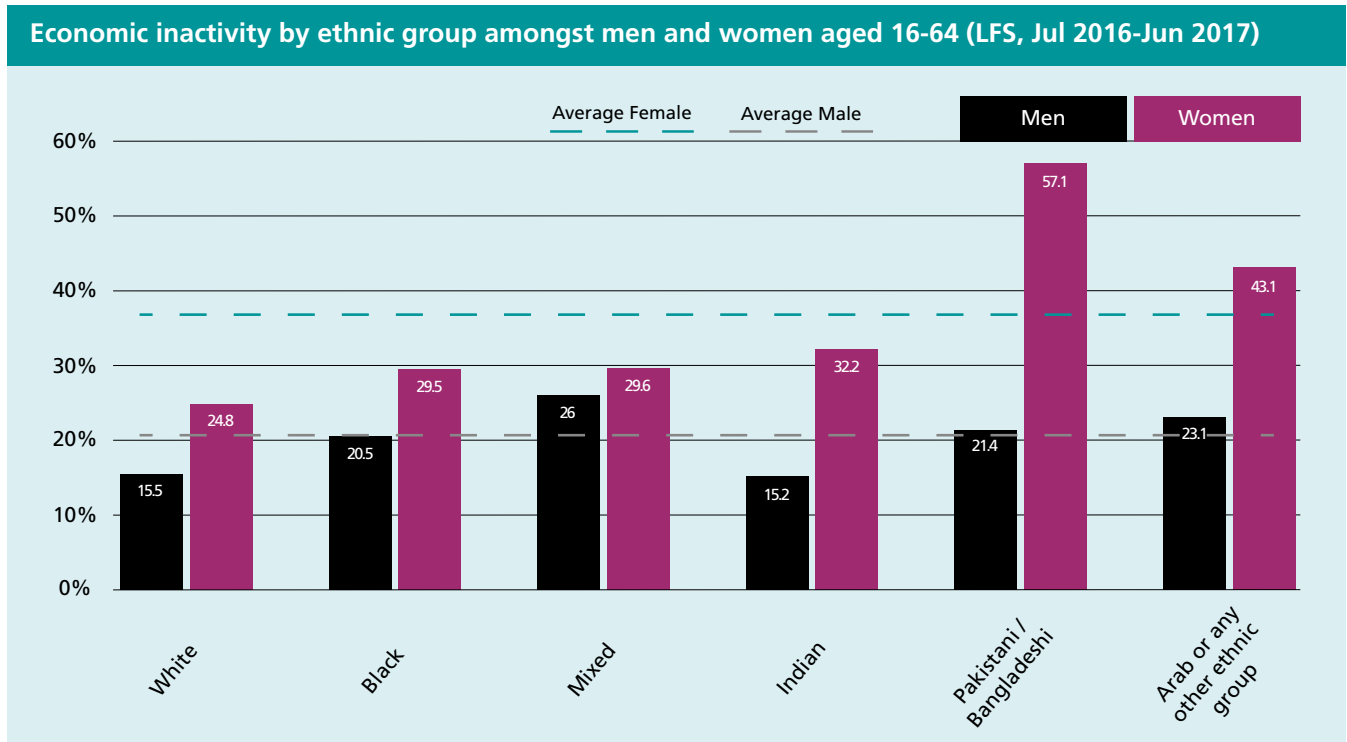
The government is committed to increasing Black and minority ethnic employment by 20% by 2020.<sup>99</sup> Employment rates for people from ethnic minorities are now at their highest levels since records began with a 15% increase in the number of people from ethnic minorities employed since the target was set in 2015.<sup>100</sup> However, we know there remain substantial differences in employment outcomes for people from different backgrounds. With unemployment rates of 10% and 11%, Black and Pakistani/Bangladeshi people are two to three times more likely to be unemployed compared to White people (4%).<sup>101</sup>

For all ethnic groups, the unemployment rates are higher among 16-24 year olds than for other age groups.<sup>102</sup> In all regions in 2016, the rate of unemployment for White people was lower than for people from all other ethnic groups but the size of the gap varies widely from 6% in the West Midlands to 2% in the East Midlands and East of England.<sup>103</sup>

The unemployment rate for Bangladeshi and Pakistani people aged 16-24 was the highest at 30% in the year to September 2017.<sup>104</sup> This compared to youth unemployment rates of 11% for White groups (the lowest) and 17% for people from a black ethnic background (the second highest).<sup>105</sup> High rates of unemployment among young people risk fuelling strong feelings of marginalisation.

## Economic inactivity

Economic inactivity means those people of working age who could work but are not currently looking for employment.



Economic inactivity is higher among women than men across all ethnic groups and particularly high for women of Pakistani and Bangladeshi ethnicity. Around 59% of women of Bangladeshi and Pakistani ethnicity are economically inactive<sup>106</sup> compared with 26% of White British women.<sup>107</sup> While women of Pakistani and Bangladeshi ethnicity have low participation in the employment market, there is also evidence of relatively high levels of exit from the employment market compared to other ethnic groups.<sup>108</sup> The largest proportion of people who are economically inactive are either aged 16-24 or 50-64 and therefore will require different types of support - for some it might be moving straight into employment, but for others it might be training or voluntary work.<sup>109</sup>

The Industrial Strategy sets out early actions to encourage wider labour market participation and support employees to stay in work. Baroness McGregor-Smith was commissioned by the government to examine the barriers faced by people from ethnic minorities in the workplace and consider what could be done to address them. Her report put the potential benefit to the UK economy from full representation of workers from ethnic minorities at £24bn a year.<sup>110</sup>

## Prospects in employment

People from ethnic minorities tend to be concentrated in specific, often low-status, sectors of the economy. Almost half of all workers from ethnic minorities are employed in four sectors: wholesale and retail trade, transportation and storage, accommodation and food services, and human health and social work.<sup>111</sup> Research suggests that some minority communities help people to find employment - often through word of mouth - when the main labour market is less hospitable. These narrower social networks can, however, lead to less desirable jobs.

There are high self-employment rates among some ethnic groups, for example men of Pakistani background, which can contribute to longer hours, lower earnings and participation in sectors in which business failure rates are high. People from ethnic minorities may be pushed into self-employment due to poorer labour market opportunities and outcomes overall.

Even when they are represented in other or higher-status sectors, people from ethnic minorities do not make as much progress to leadership roles as their White peers. Employers have a responsibility to ensure that people no matter what their background are given a fair chance and judged on the basis of their talents

alone. However, this is not always the case. Natcen and the Runnymede Trust's report on Racial Prejudice in Britain found that 44% think that some races are born harder working than others.<sup>112</sup> Where bias such as this exists it may unduly influence recruitment decisions.

## What are we doing?

### Tackling barriers to employment

The Department for Work and Pensions is **building capability across Jobcentre Plus to understand the needs and challenges in local areas**, and to work with employers, local authorities, and all other partners to ensure support and opportunities for disadvantaged people. Identifying skills needs is an integral part of Jobcentre Plus's approach. Work coaches are assigned to claimants and discuss with them their skills, qualifications, previous training and work history. Where a claimant has skills needs which are a barrier to work, those needs are assessed and referrals made to training or other action that will support them in finding work. The government is also supporting employers to get the best from their workforce and supporting people into work as well as building clear career pathways that offer the prospect of enhanced skills and improved job opportunities.

A large number of Jobcentres have co-located careers advisers offering advice and guidance on careers, training, funding and other initiatives which support claimants to improve skills and progress into employment through the National Careers Service.

Jobcentre Plus Support for Schools assists schools to deliver their statutory duty to provide high quality, independent and impartial careers advice to pupils aged from 12 to 18. This is aimed at helping pupils make a smooth and effective transition from school to work, training or further study, thereby avoiding the long-term negative effects that can result from a drift into unemployment at an early age.

### Supporting people through Universal Credit

**We will ensure that integration challenges are fully factored into the rollout of the Universal Credit programme.** The Universal Credit service is being developed with a specific focus on households experiencing disadvantage and barriers to finding work. Jobcentre Plus work coaches will have a key role, working with local partners, to ensure claimants with multiple and complex needs get the joined-up support they need. Because challenges that some people face in securing work can range widely, they may require support across a range of other services, including, housing, health and education.



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Universal Credit is a household benefit, with all Universal Credit claimants, including both members of a couple, being required to accept a Claimant Commitment. The Claimant Commitment clarifies what people are expected to do in return for receiving Universal Credit. As Universal Credit is rolled out, we will expect more people from ethnic minorities to be subject to work related requirements as a condition of receiving Universal Credit. Legislation sets out what types of requirements can and cannot be applied. Requirements can be tailored depending on individual and household information, characteristics and earnings.

In Poplar, East London, a pilot has tested messages around conditionality and encouraged partner organisations (including community groups, customer stakeholder groups, advice services and charities) to provide joined-up help and advice to support households claiming Universal Credit.

### Employment - people from ethnic minorities

The government believes in **diagnosing an individual customer's barriers to employment and providing a tailored approach** rather than employment programmes aimed at specific ethnic groups. We have, however, been building capability in Jobcentres to better support customers from ethnic minorities. This includes new products for customer-facing staff to help them understand, identify and overcome the particular barriers people from ethnic minorities may face to gaining work, including cultural barriers.

We know that finding work is only one part of the issues facing many ethnic minorities. Baroness McGregor-Smith's report, 'Race in the workplace' was launched alongside the government's response last

year.<sup>113</sup> This has set out a range of actions for business and government to take forward to help improve employment and career prospects for people from ethnic minorities. A different approach is required for different sectors so we have been working with Business in the Community in supporting companies to make important changes. These include developing a simple guide on how to discuss race in the workplace, an online portal of best practice and celebrating success through a list of the top employers for race equality.

The government has identified potential areas of challenge with a high ethnic minority population and a wide gap between the rate of employment of people from ethnic minorities and White British people. In these areas **new area-based interventions will tackle some of the key employment disparities**. Two of the five Integration Areas (Bradford and Waltham Forest) are ranked within the top 20 Black and Minority Ethnic employment challenge areas and it is planned they will receive the new interventions including:

- Maximising the effectiveness of Jobcentre Plus in getting people from ethnic minorities into work through **refreshing training and awareness**.
- Targeting additional Traineeship Programme funding, and working in partnership with Business in the Community on mentoring pilots, to **help prepare people from ethnic minorities for work**.
- **Supporting employers** in their attraction, recruitment and retention arrangements, including working with them to create work preparation opportunities and mentoring; and educating employers of the benefits of a diverse workforce and on issues like unconscious bias training and name-blind recruitment, because the evidence shows this is really important.

### **Increasing opportunity in the Integration Areas**

In the five Integration Areas we will provide new funding to Jobcentre Plus, working with local partners to identify those communities where people are furthest from the job market and to engage those communities to support more people into work. This will identify which approaches work best and test their feasibility to determine if they can be rolled out more widely.

New activity will vary between areas as it is important that it addresses local challenges but we envisage that

the steps taken may include intensive activity to bring support and advice out into the community - for example, having a presence in the local community centre so that people can access help and support close to home and in an environment in which they feel comfortable. Other steps may include encouraging people to take up volunteering or training that can build confidence and help people move into a job in time.

We will focus on encouraging join up with other types of support offered in the Integration Areas, including English language courses and projects designed to widen and deepen social networks. We will look to make sure that we draw on the expertise and trust that some voluntary and community organisations may be able to provide. Barriers to employment may require involvement of a range of different interventions, for example, housing, education and health factors may need to be addressed. Working with local partners, we will, as part of our wider evaluation, develop monitoring and evaluation strategies which maximise learning and measure impact so that the most effective approaches can be identified and shared.

#### **Rusholme Jobcentre**

Rusholme is a very diverse area with a number of recently arrived migrants, some of whom have arrived in the UK as refugees. Jobcentre Plus's local work coaches' role is to help those claiming state benefits to either find work or to support those who need to first improve their skills. Work coaches identified a common need for additional support to help customers improve their English language skills and better understand expectations of them in receiving benefits.

Rusholme Jobcentre Plus developed a project called the 'ESOL Hub' to provide additional support for those with little or no English. The aim was to get participants to talk about work while beginning to improve their English skills. Jobcentre Plus collaborated with local organisations, including a local provider of English classes which developed a tailored employability-focused course. Other partners include local employers to help secure routes to training and employment.

Importantly, Jobcentre Plus worked with Manchester's Adult Education Service to secure places on English language courses for ESOL Hub participants once their time with the project ends so their further learning of English can commence immediately.

During the first three months, 43 customers remained with the hub. 22 (50%) signed off to start work and all participants started new English classes following the project.

Jobcentre Plus continues to develop the project further. With the introduction of Universal Credit Full Service they intend to build on its success and work with more organisations including, for example, refugee organisations, to develop additional support to help refugees integrate and secure employment.

### Place transformation

We will continue to deepen devolution of powers and funding to democratically-accountable local leaders to drive productivity and earning power. Pilots aimed at helping the "hardest to help" have been agreed through Devolution Deals in Liverpool City Region, Sheffield City Region, Cambridgeshire & Peterborough, Tees Valley Combined Authority, West of England and West Midlands. **We will target local communications and community ambassadors, and new leadership institutions such as city-region mayors, to do more to improve integration outcomes in their places.**

### Apprenticeships

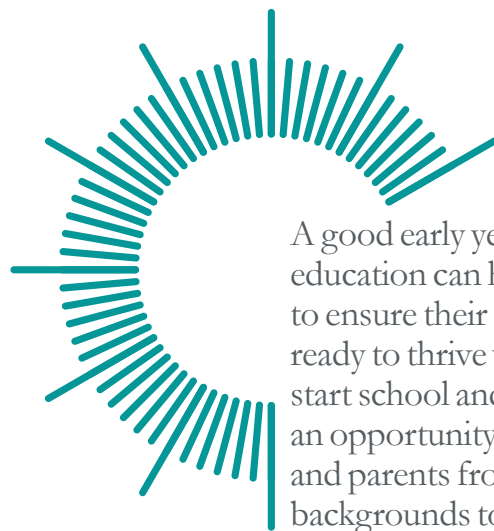
The government is committed to making sure that apprenticeships are as accessible as possible to all people, from all backgrounds. We have set an ambitious public target to increase the proportion of apprenticeships started by people from ethnic minorities by 20% by 2020 (to 11.9% overall).<sup>114</sup> Ensuring employers and training providers are aware of diversity issues, and have the knowledge and expertise to take action, is key to ensuring apprenticeships are accessible to everyone.

The government will ensure that local employers subject to the Apprenticeship Levy are offering apprenticeships to people from ethnic minorities, and that apprenticeships and traineeships are part of the Jobcentre Plus employment offer to people from ethnic minorities. We will work with

the Local Government Association to increase the number of apprenticeship starts by people from ethnic minorities across local government. We will also use targeted local communications and community ambassadors, including employers, to ensure minority ethnic groups are applying, getting and completing apprenticeships, and that local employers are recruiting apprentices.

### Early years education

'Unlocking Talent, Fulfilling Potential' sets out steps to improve the availability and take-up of high-quality early years provision by disadvantaged children and in challenging areas. A good early years education can help parents to ensure their children are ready to thrive when they start school and provides an opportunity for children and parents from different backgrounds to mix.



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To create more high-quality early education places for disadvantaged children, we will provide funding of **£50 million to create more high-quality school-based nursery provision for disadvantaged children. We will also work with external partners to understand better 'what works' to improve the outcomes of disadvantaged pupils via school-based provision and spread best practice across the country.**

We must also go much further to support parents to access the significant early education offer we have put in place. **To increase take-up of quality provision in challenging areas and by less advantaged families, we will identify communities with low take-up of early education – particularly for disadvantaged children – and provide bespoke support to improve this.** We will develop performance dashboards to show what is happening in each local authority and work with the areas where additional support is needed.

## Careers

A new Careers Strategy was recently published by the Department for Education.<sup>115</sup> The strategy explains how the government will **help people of all ages to understand their options and different paths to work, and plan the steps they need to take to get from where they are to where they want to go.**

The strategy includes a focus on people from lower income backgrounds and from disadvantaged regions and areas who do not have as many opportunities to access networks of advice. It sets out how we will transform careers provision across the country to bridge this gulf in opportunity, prioritising the people and places that need it most while raising the standard for everyone.

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## Questions for individuals and organisations

- The Green Paper proposes measures to provide tailored support to people, especially those who may not currently be active in the labour market, to build their confidence and skills to take up employment. Do you agree with this approach?
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## Chapter 7: Rights and Freedoms

### Our vision

We believe in a society based on shared rights, responsibilities and opportunities in which we respect and promote equal rights, particularly for those in isolated and segregated communities whose voices are too seldom heard. The government will always protect people's legitimate rights – for example, to free speech, to hold traditional views and to practise their religion within the law – but we will not shy away from challenging cultures and practices that are harmful to individuals or restrict their rights and hold them back from making the most of the opportunities of living in modern Britain.

In previous chapters we have proposed action to ensure everyone has the same opportunities and takes responsibility for building integrated communities. It is also important that we take action to promote equal rights.



### The challenge

#### Attitudes and practices

As Dame Louise Casey noted in her report, in some communities, cultural attitudes and behaviours are holding women and girls back from fully participating in society. All girls, whatever their background, should have the same opportunities in schools to achieve, participate in extra-curricula activities and pursue the broadest range of careers and employment. It is a core British value.

Not all relationships and marriages are recognised in law and there is a need for greater awareness about their legal status. For example, despite persistent myths about cohabitation, common law marriages are

not recognised in England and Wales. Other relationships, such as unregistered religious marriages, are also not recognised under marriage law in England and Wales, leaving individuals without full legal rights upon divorce should the marriage break down. This can particularly leave women vulnerable both to financial hardship upon divorce and to unfair treatment by some religious councils.

As identified by the recently-published independent review into the application of sharia law in England and Wales, this can be a particular problem for Muslim women. There is some evidence that some sharia councils may be working in a discriminatory and unacceptable way – for example by seeking to legitimise forced marriage and making arrangements on divorce that are unfair to women.<sup>116</sup>

The Casey Review refers to a study by Bristol University, which found that half of British Pakistanis married in Pakistan, and that most of these marriages were between cousins or other members of extended kin groups.<sup>117</sup> First cousin marriages are detrimental where they restrict individuals' right to choose, as well as potentially having harmful health consequences for children born to such marriages.<sup>118</sup>

The Casey Review highlighted the double discrimination faced by lesbian, gay, bisexual and transgender (LGBT) people who are also from ethnic minority and faith backgrounds. It is troubling that the LGBT homelessness charity, the Albert Kennedy Trust, found in 2016/17 that 59% of its service users were people from non-White British backgrounds and 25% of service users declared having a faith/religious background.<sup>119</sup>

#### Influences from overseas

The links many immigrant communities have to their countries of origin can present challenges to integration where social or cultural norms overseas differ from British values and influence the way people behave here. This may be the case where, for example, marriage expectations reduce freedom of choice or perpetuate a 'first generation in every generation' effect; and continued consumption of media or other messaging incompatible with British values has an adverse effect on individuals' understanding of and response to the society in which they live.

We need to better understand these international influences and their impact on integration, so we can take steps that will help people integrate better.



## Hate crime

Hate crimes are pernicious: they send the message that some people deserve to be targeted solely because of what they look like, who they love, how they pray. Such crimes have a chilling effect on victims and stop them playing their full part in our communities. Those who commit hate crimes also attack the values that underpin our diverse British society, values of acceptance and respect for others.

Through the spread of fear, abuse and violence, hate crimes can limit people's opportunities, stopping them from enjoying the full benefits of our society. They can lead to isolation and segregation.



## Extremism

Extremists promote actions that undermine our shared values. We see far right and Islamist extremists seeking to divide communities with a false narrative that being Muslim is incompatible with British values and our way of life, despite all the evidence to the contrary, including a higher proportion of British Muslims identifying as British than the population as a whole. The harm caused by extremists – justifying violence, promoting hatred and division, encouraging isolation and separation, denying rights to women and girls and LGBT people – presents a threat to our society and must be addressed.

## What are we going to do?

### Protecting rights and freedoms

2015 marked the 50th anniversary of Britain's first legislation against racial discrimination, the Race Relations Act 1965. This historic legislation opened the way to subsequent equalities legislation that now protects all individuals from direct and indirect discrimination, victimisation and harassment in

employment, in the provision of goods and services, and in public functions. This provides a framework within which people from all backgrounds can live in dignity and safety.

Protections in the UK to allow people to practise their faith or belief are some of the strongest in the world. There are many examples of this. The law allows people to eat Halal and Kosher meat, with strict rules in place that give the maximum possible protection to animals subject to religious slaughter. People can wear clothing and religious symbols in line with their religious beliefs and traditions. The UK is the leading Western centre for Islamic finance, delivering fairness for consumers and businesses. When the government changed the law in 2013 to allow same sex couples to marry, it did so while also protecting and promoting religious freedom through a 'quadruple lock' that ensures that religious organisations and their representatives can continue to act in accordance with their doctrines and beliefs.

Equalities legislation is important, but the law cannot make people get along. That depends on a willingness and the opportunity to build integrated communities through meaningful engagement with those from different backgrounds based on shared rights, responsibilities and opportunities.



Social norms and attitudes have evolved over time and will continue to do so. Less than 50 years ago, women still had to resign from the Foreign Service when they got married; attitudes towards homosexuality have changed markedly over time – in 1987 three-quarters of British people thought same-sex relationships were “always” or “mostly” wrong, a view that has fallen to 19% today.<sup>120</sup>

The government will always protect people’s legitimate right to free speech, to hold traditional views and to practise their religion within the law, but we will not shy away from challenging cultures and practices that are harmful to individuals, restrict their rights and hold them back from making the most of the opportunities of living in modern Britain.

**We will work with local partners in the Integration Areas to address barriers to people enjoying their full rights and opportunities in our communities, including disabled people, LGBT people, women and young people.** This may require difficult conversations where cultural practices may be holding people back, especially women or young people.

### **Empowering women and girls**

Supporting women is a key priority in our proposals on boosting English language, and spreading economic opportunity. We will also support and **empower marginalised women** by investing in, and testing, innovative approaches to increase their civic and democratic participation, challenge socio-cultural norms which can hold women and girls back, and tackle social isolation.

We welcome the independent review into the application of sharia law in England and Wales.<sup>121</sup> Couples from faith communities have long been able to enter a legally recognised marriage through a religious ceremony if the requirements of the law are met. However, we share the concern raised in the review that some couples may marry in a way that does not give them the legal protections available to others in a civilly registered marriage. We are also concerned by reports of women being discriminated against and treated unfairly by some religious councils. The government is supportive in principle of the requirement that civil marriages are conducted before or at the same time as religious ceremonies.

**Therefore, the government will explore the legal and practical challenges of limited reform relating to the law on marriage and religious**

**weddings.** The government considers that the review’s proposal to create a state-facilitated or endorsed regulation scheme for sharia councils would confer upon them legitimacy as alternative forms of dispute resolution. The government does not consider there to be a role for the state to act in this way.

Government will also support awareness campaigns in partnership with voluntary sector organisations, such as advice centres, non-government organisations and women’s groups, to educate and inform couples and their children of the consequences of not having a civilly-registered marriage. This will include the signposting of advice and information to address misconceptions. We will work with voluntary organisations on issues around first-cousin marriages.

**We will build on the work of the joint Home Office and Foreign and Commonwealth Office’s Forced Marriage Unit to reinforce understanding of issues such as the freedom to choose whom to marry.**

The government is concerned to ensure that young people are not forced into marriages as an avenue for gaining access to the UK with a spouse visa. A number of countries have introduced a minimum age requirement for spouse visas to help prevent forced marriages. A previous age requirement on UK visas was removed by the UK Supreme Court in 2011. We condemn the illegal practice of forced marriage and are committed to understanding this issue better. We will work to review the evidence to assess the impacts of any proposal for change, including a review of the minimum age for spouse visa.

### **Taking action on hate crime**

We will continue to tackle hate crime in all its forms. The recent 29% rise in recorded hate crime in 2016-17 (80,393) has made many of our communities feel uncomfortable but it is also a sign that more people feel confident to report to the police.<sup>122</sup> The UK is among the world leaders in tackling hate crime. Much of our success is down to a strong legal framework, which has criminal penalties for offences such as incitement to racial hatred and for racially or religiously aggravated assault and criminal damage.

Supporting this framework is the Hate Crime Action Plan which was published in 2016 and focuses on preventing hate crime, increasing reporting and improving support for victims. The government will refresh this plan later this year. We are also now disaggregating religious hate crime data held by the

police based on the motivation of the attacker (where this is known) to reveal the true scale and nature of the problem. This data will be available in autumn 2018.

Through the Places of Worship and Vulnerable Faith Institutions Scheme we have already committed funding of up to £3.4 million for protective security measures at places of worship and we will continue with our plans for the third year of funding.

We recognise that some communities may need additional support and that is why the government funds Tell MAMA, the first service to record incidents of anti-Muslim hatred and support its victims.

In 2012, the government set up the first ever cross-government working group on anti-Muslim hatred. Similarly, the cross-government working group on tackling anti-Semitism ensures that government can respond quickly to any Jewish community issues and concerns.

We will **support delivery of the Hate Crime Action Plan in the Integration Areas** to ensure we identify and take the most effective approaches to addressing hate crime and rolling out enhanced education and awareness-raising campaigns to promote greater reporting of incidents and signpost to support services for victims.

### Hate on the internet

The government has recognised the harm caused by hate on the internet and has committed to take action to reduce this harm in the Hate Crime Action Plan. Despite the challenges, we have made considerable progress in addressing hate on the internet. One of the biggest successes has been through the Cyber Hate Working Group established by the Inter-Parliamentary Coalition for Combating Antisemitism to engage with the internet industry. The group was tasked with finding solutions that balanced competing rights, particularly of free speech and protection from harm, whilst respecting the myriad of legal approaches globally.

We continue to support the police hate crime website, True Vision ([www.report-it.org.uk](http://www.report-it.org.uk)), to provide information to victims and professionals and to enable them to report hate crime online, including through £200,000 in 2018 for a new online hate crime hub which will support the police to respond more effectively. Also, the Director of Public Prosecutions has published guidance to prosecutors on when it is in the public interest to take perpetrators to court.

In June 2016, Facebook, Microsoft, Twitter and YouTube signed a Code of Conduct on countering illegal hate speech on line. In December 2017, government hosted a Ministerial seminar to discuss hate online with social media companies, charities and victims.

### Tackling extremism

In October 2015 the government published the first ever Counter-Extremism Strategy to protect our communities from the wider social harms beyond terrorism caused by extremism. This is being implemented by a dedicated Counter Extremism Unit.

To support the government to defeat extremism in all its forms we are setting up a **new Commission for Countering Extremism**. The Commission will play a key role in the on-going fight to counter extremism. It will:

- Identify extremism and advise the government on new policies to tackle it, including whether there is a need for new powers.
- Support communities and the public sector to confront extremism wherever it exists.
- Promote our shared values and community cohesion, including ensuring that the rights of women are upheld.

### Understanding influences from overseas

Norms and values from overseas may not always be aligned with our practices in this country. This can have the effect of isolating individuals from others in the UK and hampering their chances of integration. Working with the Foreign and Commonwealth Office, our diplomatic network across the globe, and international partners, we will **improve our understanding of the ways in which overseas influences can undermine attitudes to rights and freedoms among communities in the UK**.

We will make better, more systematic **use of this understanding to establish how best to support the integration of ethnic minority communities**, including by enhancing communications and outreach activity with communities abroad.

We will strengthen information sharing with relevant international partners to **identify best practice and learn lessons** that might be applied in the UK.

## Supporting faith communities

Religion has played an important role in our society for many hundreds of years and has contributed to the formation of many of our shared values. The government is firmly committed to the principle of freedom of religion and belief. More than this, we understand that faith communities make a valuable contribution to our society by creating strong social networks, supporting vulnerable people, undertaking charitable work, and providing education.

The Cinnamon Network has calculated that faith communities collectively give more than £3 billion of support annually to communities (Cinnamon Faith Action Audit, 2016).



However, it is important to recognise that the freedom to practise religion needs to be balanced against the rights and freedoms of others. Striking the right balance can be challenging, especially as social norms change.

The government's respect for faith communities will not prevent us vigorously promoting rights to equal treatment; for example, if women and girls are denied their right to education or to participate in decision-making, or when the education of children is inadequate to prepare them for life in modern Britain.

We want all faith communities to engage constructively together to build integrated communities in which all people are treated equally and fairly, and all can enjoy the rights which we share.

We support interfaith work as a means of breaking down barriers between communities, building greater

trust and understanding, and removing the conditions which can allow intolerance and unequal treatment to flourish.

Since 2011 the government has funded the Church Urban Fund's Near Neighbours programme, which brings people together from diverse faiths and backgrounds to increase trust and understanding, and to help transform their local neighbourhood. In that time, over 1,600 local community integration projects have been funded, across 40 local authority areas and over a million people have benefitted from these projects. The majority of these projects brought together people from at least four faith or ethnic groups and continued after the Near Neighbours grant. The Near Neighbours Catalyst leadership programme gives young people the opportunity to act as positive role models in their neighbourhoods and communities. It emphasises the religious and ethnic diversity of this country and encourages participants to be understanding and supportive of people of all backgrounds. Evaluation found that 87% of participants felt more prepared and enabled to take on leadership roles within their communities.<sup>123</sup>

We fund the work of the Inter Faith Network for the UK to facilitate dialogue between faith communities, develop the capacity of local inter faith networks and run the annual Inter Faith Week which, in 2017, saw 760 activities take place around the UK, demonstrating the vibrancy of the inter faith community in Britain.

### Christian Muslim Forum

A fresh way of incubating friendship is catching the imagination of Christian and Muslim leaders.

Vicars and imams are busy people, but with a bit of help – an introduction in a community centre, the discovery of shared interests – they are getting to know one another and finding out how much they, and their congregations, have in common. "It's knowing where to start that's the problem", said one participant. The Church-Mosque Twinning Programme provides that start: it is practical and rooted in the realities of everyday life. "It triggers a connection which otherwise might not happen." Based on trust and affection, these friendships are shaking off the myths. They show the wider community that working together benefits everyone.

In 2016 the government launched the Strengthening Faith Institutions programme led by Faiths Forum for London. The programme works with faith institutions to improve their governance and resilience, including charity registration, safeguarding, and their community engagement, and to increase the diversity of their boards. It also offers accredited training programmes, including safeguarding responsibilities, for teachers at religious supplementary schools.

We will build on this with further measures to strengthen the governance of minority faith institutions. We will work with local faith institutions and faith leaders, helping to make sure they are well-equipped to support local faith communities to exercise their freedoms in ways consistent with the law.

We will expand our current Strengthening Faith Institutions programme to help a wider range of faith institutions to upskill their staff and strengthen their governance structures. In this way more faith institutions will be able to develop their resilience, the capacity to challenge intolerance and robust financial management procedures, as well as supporting Charity Commission registration and good safeguarding practices.

We will support training of faith leaders to support ministering in the British context. In addition to good governance, we want places of worship to have well-qualified, informed and confident faith leaders, who are outward-looking, involve all parts of the community (especially women and young people), and are capable of resisting, and helping their congregations to resist, intolerant or extremist arguments. Our expectation is that faith institutions will themselves address this question, but we will look to help by ensuring that suitable training is available to religious ministers to ensure they understand the British legal system, including equalities and marriage legislation, British culture and our shared values.

We welcome Ministers of Religion who come to the UK and can enhance local communities. However, under the current visa system some religious workers who come to the UK temporarily are able to perform roles, which include preaching and leading a congregation, without being required to speak English to an acceptable standard. In the case of religious workers, this could detract from their ability to interact with the community around them. We will therefore consider whether we should redefine the conditions of

the visa system for religious workers to ensure that those intending to serve as Ministers of Religion are required to prove their knowledge of English to an appropriate level.

Government will also convene a working group to identify the barriers to Dar ul Ulooms (Islamic theological institutes) and other religious seminaries achieving higher education accreditation of the qualifications they offer. We recognise that students attending the best Dar ul Ulooms and other religious seminaries undergo rigorous theological studies, and it is right that these students should have their work formally recognised through a higher education qualification. At present, students leaving Dar ul Ulooms post -19, after at least 6 years of formal theological education, are not able to take up university places or employment opportunities with the same ease as other students who have undertaken formal or higher education courses. This working group will identify the barriers to Dar ul Ulooms and other religious seminaries achieving accreditation for their courses from British universities, which government will then seek to act on.

In her report, Dame Louise Casey noted the recognition from some Muslims of the need for a clearer interpretation of Islam for life in the UK. Work is underway by senior Muslim clerics to set up a national council to issue religious rulings that embed Islam in a 21st-century British context. This national body intends to draw together senior Imams and scholars, who will consult experts in order to deliver religious rulings on topics that attract diverse views across the Muslim community. This is, of course, for Muslim clerics to lead on, but the government welcomes Muslim communities taking the initiative in this area.

### **Cathedrals helping the homeless**

Cathedrals sit at the heart of many communities across England, not only as buildings at the centre of urban and rural areas, but also by playing a key part in bringing their local communities closer together. The recent tour of all 42 Anglican Cathedrals in England by Minister for Faith, Lord Bourne, highlighted many great examples of how cathedrals can be hubs for community life – from helping the homeless to promoting interfaith dialogue. The Archer Project, based at Sheffield Cathedral for example, helps people to find ways

out of homelessness and exclusion. The project started off small, with the congregation providing meals for the city's rough sleepers. Now the cathedral boasts a suite of rooms – a kitchen, a computer room and a doctors' and dentists' surgery – to help rough sleepers and the homeless stay well, find a permanent home and rebuild their lives. The Archer Project is an example of what can be done with a committed congregation and a drive to help the most vulnerable in the community.

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### Questions for individuals and organisations

- The Green Paper proposes measures to encourage integration and resist divisive views or actions. Do you agree with this approach?
  - The Green Paper proposes measures to address practices which can impact on the rights of women. Do you agree with this approach?
-

## Chapter 8: Measuring Success

### Our vision

Measuring progress and sharing evidence of what works is important for strengthening community integration and enabling us to learn and build upon our successes. We will do this by developing a clear set of relevant and meaningful measures to monitor progress in reaching the strategy's outcomes. We will also improve our understanding about what works to support integration in different community contexts through an evaluation of the Integration Areas programme, and support the way this information is disseminated to the people who need it.

### The challenge

We recognise that the evidence available to help measure the scale and type of integration challenges and progress in achieving more integrated communities is variable at national and local levels. Dame Louise Casey's Review highlighted the patchy nature of evidence and evaluation of previous integration interventions and a lack of suitable data to monitor integration and its barriers in local places.<sup>124</sup> Our challenge has two parts:

- agreeing a framework to measure integration in a meaningful and consistent way to meet local and national requirements; and
- gathering and disseminating evidence of what works, so that everyone (government and our partners) continuously improve on the outcomes we achieve.

The first challenge stems from the legacy of different definitions and outcome frameworks for integration and cohesion, produced over the last 20 years. These are valuable but can lead to a lack of clarity on what is being measured and why. Many of the integration and cohesion metrics are not routinely available at the local area level or not updated frequently enough to provide a current picture of experiences and perceptions of integration locally. The second challenge relates to the collation and sharing of evidence about what works to improve integration in different community settings. To date, evidence about what works to boost integration has been patchy, of variable quality and not easily accessible to the people who need it.

### What are we going to do?

To tackle the first challenge we have taken the following steps. We have published the Race Disparity Audit, on the Ethnicity Facts and Figures website, the first time that data highlighting disparities in public service outcomes for different groups has been presented in a single place. Gaps and barriers which prevent people from all backgrounds taking up these opportunities will need to be addressed. Moreover, reviewing the audit's results in the future will help to show how we are all contributing to the more successful outcomes.

We are also building an integration measurement framework which will retain the best of the existing integration metrics while adding in new metrics relevant to our approach to integration as set out in this strategy. This measurement framework needs to be meaningful and useful for policy makers, their partners and local communities working with us to deliver this strategy's objectives. We want to see the framework commonly used to help shape policy and practice. It is important that we capture real change on relevant indicators over time, at local and national levels, so we can understand what progress has been made and which challenges remain. We will work closely with the Integration Areas so we can test which measures best support positive change locally.

**The proposed measurement framework that we will test will include core indicators associated with key integration barriers at the individual level (for example, English language skills) and indicators to help policy makers and service providers develop and improve their responses to integration challenges (for example, the number of English language classes available).**

The following table sets out the kinds of indicators that we intend to test in the evaluation of the Integration Areas programme and through national level monitoring using survey and evaluation activities. The table sets out the potential frequency of data points and spatial level of interest.

Indicator	Spatial level of interest	Potential data source	Frequency of data points	Commentary on indicator
At the person/ individual level				
English language proficiency (measuring increases in proficiency levels – for example among women)	Local and National	Evaluation data from the Integration Areas. Adaptation to existing national survey or a new survey.	Baseline and then Annually	We expect to measure proficiency levels alongside opportunities to learn English
Awareness of shared /common rights and responsibilities	Local and National	Evaluation data from the Integration Areas. New data source required, a new survey.	Baseline and then Annually	There is no established national data set for this theme and it may be effective to test it out at local area level first, before broadening it out to a national indicator
Type and diversity of social networks (friends, colleagues, neighbours, communities or online/virtual networks)	Local and National	Evaluation data and the adaptation of existing data sources - where appropriate	Baseline and then Annually	We will need to better understand the context of social networks across different communities and places
Type and contexts of social mixing between groups in local areas (including in shared public spaces social action activities and volunteer, work and other spheres)	Local and National	Evaluation data and the adaptation of existing data sources - where appropriate	Baseline and then Annually	We want to better understand opportunities for social mixing across communities in both diverse and homogenous communities. We want to understand 'meaningful' social mixing and what it means for different groups



Indicator	Spatial level of interest	Potential data source	Frequency of data points	Commentary on indicator
Type and contexts of social mixing among pupils in segregated schools	Local	Evaluation data and the adaptation of existing data sources - where appropriate	Baseline and then Annually	We will want to understand what works to promote better social mixing among young people in the more segregated communities
Access to education and training opportunities among the most isolated groups ( e.g. among economically inactive women)	Local	Evaluation data and the adaptation of existing administrative data sources - where appropriate	Baseline and then Annually	We will expect to measure change against the context of local interventions to reach and support the most isolated groups
Access to employment support for the most isolated groups (for example women who are economically inactive)	Local	Evaluation data and the adaptation of existing administrative data sources - where appropriate	Baseline and then Annually	We will expect to measure change against the context of local interventions to reach and support the most isolated groups
<b>At the Institutional level</b>				
Better coordination of local English Language Support Provision	Local	Evaluation of the policy (linked to policy delivery)	Policy milestones/ output measures	This indicator will be refined, as the policy develops
Better promotion of integration in schools (e.g. through curriculum and schools admissions policies)	Local and National	Evaluation of the policy (linked to policy delivery)	Policy milestones/ output measures	This indicator will be refined, as the policy develops

Indicator	Spatial level of interest	Potential data source	Frequency of data points	Commentary on indicator
Better regulation of out of school educational settings	Local and national	Evaluation of the policy (linked to policy delivery)	Policy milestones/ output measures	This indicator will be refined, as the policy develops
Strengthening governance of minority faith community organisations to promote integration	Local and National	Evaluation of the policy (linked to policy delivery)	Policy milestones/ output measures	This indicator will be refined, as the policy develops
Better promotion of integration among employers (through mentoring, training opportunities)	Local	Evaluation of the policy (linked to policy delivery)	Policy milestones/ output measures	This indicator will be refined, as the policy develops
Strengthening Hate Crime Action Plans and linked partnerships	Local	Evaluation of the policy (linked to policy delivery)	Policy milestones / output measures	This indicator will be refined, as the policy develops

Many of the indicators in this table draw upon well-established core indicators of integration and some may also be used to help measure progress against other government ambitions around social inclusion, equality and social mobility. In addition, we will continue to monitor existing metrics around community cohesion, including people's sense of belonging to their neighbourhoods, the extent to which people get along in their neighbourhoods and civic and social action activities involving people from across different communities which we think should be measured at the local area level, as well as the national level. These metrics are still relevant as a barometer of cohesion over time.

The Race Disparity Audit demonstrated the power of making data available in an open and transparent manner.<sup>125</sup> Once we have established an agreed set of integration indicators we will make the data available so that integration in local areas, such as in schools or neighbourhoods, and how it is changing over time is clear.

To gather and disseminate evidence of what works, we will support places working with us to gather new and better evidence and share these lessons widely. This will be achieved through our evaluation strategy for the Integration Areas and through sharing guidance and advice we produce with other places. We will do this by:

- Supporting a programme of evaluation of progress made in the Integration Areas which will generate practical findings around what works using different interventions, in different local area settings. We will ensure that the results from the evaluation are accessible, practical and widely disseminated.
- Strengthening the local and national evidence base on what works we will be encouraging better knowledge exchange, so that any new evidence will be accessible and available to practitioners, policy makers and communities, enabling them to build on existing successes. Over the coming months we will be working with stakeholders to identify the most effective ways for us to share knowledge of what works.
- Continuing to work across government and with stakeholders (for example the Migration Observatory) to explore how we can improve the data collected to measure migration patterns at the local level. This will better enable local services to have access to the kinds of data they need to help them plan services for the changing demographic profile of their residents.



We will support places working with us to gather new and better evidence and share these lessons widely.

As we commence testing the indicators set out in the table above, we will also explore which integration measures should be mainstreamed into our existing national datasets to streamline the way we monitor change and track progress.

We recognise that addressing these challenges will require a phased approach, requiring regular reviews of what is working well and what needs to be revised or changed. Over the course of the next three years we will review these indicators of integration, to test their continued relevance so that the metrics used to monitor and measure progress of this strategy remain relevant and timely.

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### Questions for individuals and organisations

- The Green Paper proposes core integration measures for national and local government to focus on. Do you agree these are the right measures?
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## Annex: Consultation summary

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### Summary of questions for individuals and organisations

#### Introduction: Building Integrated Communities

- We define integrated communities as communities where people - whatever their background - live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. Do you agree with our definition?
- We believe that the varied nature and scale of integration challenges means that tailored local plans and interventions are needed to tackle the issues specific to particular places. Do you agree?
- Do you have any examples of successful approaches to encourage integration that you wish to highlight, particularly approaches which have been subject to evaluation?

#### Chapter 1: Strengthening Leadership

- The Green Paper proposes that we need to build the capacity of our leaders to promote and achieve integration outcomes. Do you agree?

#### Chapter 2: Supporting New Migrants and Resident Communities

- The Green Paper proposes measures to support recent migrants so that they have the information they need to integrate into society and understand British values and their rights and responsibilities. Do you agree with this approach?
- The Controlling Migration Fund was constructed to deal with the short-term migration pressures and associated costs that local authorities can encounter. Do you think it adequately achieves this objective?

#### Chapter 3: Education and Young People

- The Green Paper proposes measures to ensure that all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds. Do you agree with this approach?

- The Green Paper sets out proposals to support parents with their choice of out-of-school education settings. Do you agree with this approach?

#### Chapter 4: Boosting English Language

- The Green Paper proposes a number of measures to improve the offer for people to learn English. Do you agree with this approach?
- Do you have any other suggestions on how we can improve the offer for people to learn English?

#### Chapter 5: Places and Community

- The Green Paper proposes measures to ensure that people, particularly those living in residentially segregated communities, have opportunities to come together with people from different backgrounds and play a part in civic life. Do you agree with this approach?

#### Chapter 6: Increasing Economic Opportunity

- The Green Paper proposes measures to provide tailored support to people, especially those who may not currently be active in the labour market, to build their confidence and skills to take up employment. Do you agree with this approach?

#### Chapter 7: Rights and Freedoms

- The Green Paper proposes measures to encourage integration and resist divisive views or actions. Do you agree with this approach?
- The Green Paper proposes measures to address practices which can impact on the rights of women. Do you agree with this approach?

#### Chapter 8: Measuring Success

- The Green Paper proposes core integration measures for national and local government to focus on. Do you agree these are the right measures?

## Scope of the consultation

<b>Topic of this consultation:</b>	The Green Paper invites views through public consultation on the government's proposals to realise our vision of a society where people of all backgrounds get on with each other and in fulfilling their potential by making the most of the opportunities and benefits that living in Britain offers them. We define integrated communities as communities where people – whatever their background – live, work, learn and socialise together, based on shared rights, responsibilities and opportunities.
<b>Scope of this consultation:</b>	The Ministry of Housing, Communities and Local Government is leading on consulting on cross-government proposals to build integrated communities. The Green Paper sets out a programme of actions the government proposes to take to deliver this vision at the local and national level.
<b>Geographical scope:</b>	This strategy is for England and the majority of the policy proposals set out in this Green Paper are in areas where responsibility is devolved to Scotland, Wales and Northern Ireland. There are some proposals on the immigration system, which are reserved matters. The UK government will work closely with the devolved administrations to share learning about the integration challenges and our learning of what works in tackling them.
<b>Equality Impact Assessment:</b>	This can be accessed at: <a href="https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper">https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper</a>

## Basic information

To:	This consultation is open to everyone. We are keen to hear from a wide range of interested parties from across local government, in the faith, voluntary, community and business sectors, and the general public.
Body/ bodies responsible for the consultation:	Ministry of Housing, Communities and Local Government.
Duration:	The consultation will begin on 14th March 2018. The consultation will end on 5th June 2018. All responses should be received by no later than 23:45 on 5th June 2018.
Enquiries:	During the consultation, if you have any enquiries, please contact: <a href="mailto:IntegrationStrategy@communities.gsi.gov.uk">IntegrationStrategy@communities.gsi.gov.uk</a>
How to respond:	<p>You may respond by completing an online survey at: <a href="https://www.surveymonkey.co.uk/r/7D2C89V">https://www.surveymonkey.co.uk/r/7D2C89V</a></p> <p>Alternatively, if you wish to respond in writing on our website, please use the template provided on <a href="https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper">https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper</a>, or make it clear which questions you are responding to.</p> <p>You can email your response to the questions in this consultation to: <a href="mailto:IntegrationStrategy@communities.gsi.gov.uk">IntegrationStrategy@communities.gsi.gov.uk</a></p> <p>Written responses should be sent to:</p> <p>Integration Strategy Team Ministry of Housing, Communities and Local Government Second Floor, South East Fry Building 2 Marsham Street London SW1P 4DF</p>

## Personal data

The data protection legislation is changing and a new Data Protection Act will come into force in May 2018. It will give you greater powers to protect your own privacy, and place greater responsibility on those processing your data for any purpose. The following is to explain your rights and give you the information you will be entitled to under the new Act.

Note that this section only refers to your personal data (your name address and anything that could be used to identify you personally) not the content of your response to the consultation.

### 1. The identity of the data controller and contact details of our Data Protection Officer

The Ministry of Housing, Communities and Local Government (MHCLG) is the data controller. The Data Protection Officer can be contacted at [dataprotection@communities.gsi.gov.uk](mailto:dataprotection@communities.gsi.gov.uk)

### 2. Why we are collecting your personal data

Your personal data is being collected as an essential part of the consultation process, so that we can contact you regarding your response and for statistical purposes. We may also use it to contact you about related matters.

### 3. Our legal basis for processing your personal data

Part 2 of the draft Data Protection Bill (subject to change before it becomes an Act) states that, as a government department, MHCLG may process personal data as necessary for the effective performance of a task carried out in the public interest. i.e. a consultation.

### 4. With whom we will be sharing your personal data

Responses submitted through Survey Monkey will be stored by Survey Monkey on their servers in the United States. The Ministry of Housing, Communities and Local Government has taken all necessary precautions to ensure that individual's rights in terms of data protection will not be compromised by this.

### 5. For how long we will keep your personal data, or criteria used to determine the retention period.

Please refer to the records retention policy on our website. <https://www.gov.uk/government/publications/departmental-records-retention-and-disposals-policy>

### 6. Your rights, e.g. access, rectification, erasure

The data we are collecting is your personal data, and you have considerable say over what happens to it. You have the right:

- a. to see what data we have about you
- b. to ask us to stop using your data, but keep it on record
- c. to have all or some of your data deleted or corrected
- d. to lodge a complaint with the independent Information Commissioner (ICO) if you think we are not handling your data fairly or in accordance with the law. You can contact the ICO at <https://ico.org.uk/>, or telephone 0303 123 1113.

### 7. Your personal data will not be used for any automated decision making.

### 8. Once we have downloaded your data from the Survey Monkey server, it will be stored in a secure government IT system.

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