



Summary of the UK Home Office Report *Building Cohesive Communities: A Report by the Ministerial Group on Public Order and Community Cohesion.*

INTRODUCTION

The inter-departmental Ministerial Group on Public Order and Community Cohesion was formed on 10 of July 2001, following the race riots in Bradford in July earlier that year. The Group was asked to report to the Home Secretary on what Government could do to minimise the risk of further disorder, and to help build stronger, more cohesive communities. This report, served as the government response to the work of the Community Cohesion Review Team, an independent review team under the chairmanship of Ted Cantele.

“Our central recommendation is the need to make community cohesion a central aim of Government, and to ensure that the design and delivery of all Government policy reflects this. We recognise that in many areas affected by disorder or community tensions, there is little interchange between members of different racial, cultural and religious communities and that proactive measures will have to be taken to promote dialogue and understanding. We also take on board the need to generate a widespread and open debate about identity, shared values, and common citizenship as part of the process of building cohesive communities. This debate will feed into the citizenship education programme, and proposals to promote the common rights and responsibilities around citizenship for those seeking residence in this country...”

“..The issues the independent review teams have raised are serious and complex. Cantele, Clarke, Ritchie and Ouseley have all identified segregation, along racial lines, as a growing problem, and a significant contributory factor to the

disturbances...There are no easy answers or quick fixes to the deep fracturing of communities on racial, generational and religious lines now evident in parts of Bradford, Burnley and Oldham. The causes are multi-layered and complex, and tackling them will require sustained effort, over several years, across Government working in partnership with local agencies and people, if our most fractured communities are to become cohesive ones, uniting people around a common sense of belonging regardless of race, culture or faith. The development of effective policy responses must be truly inclusive, involving all sections of all local communities...”

(John Denham, *Building Cohesive Communities: A Report by the Ministerial Group on Public Order and Community Cohesion*)

BACKGROUND

The riots of Bradford, Burnley and Oldham during the summer of 2001 were some of the worst in 20 years. These areas were amongst the 20% most deprived in the country with average incomes amongst the lowest in the country and in many of them low education standards in schools. The riot participants were overwhelmingly young men and of both white and ethnic origin (the ethnic minority young men involved were largely of Pakistani and Bangladeshi origin). They were areas fractured on racial, generational, cultural and religious lines with little communication amongst the various social groups. In many cases, trouble arose after months of racial tension and widely reported racial attacks (both Asian¹ on white, and

¹ The authors of the report note that, “.. we use terms like ‘white’ and ‘Asian’ to shorthand the reference to different ethnic groups, but are very aware that there is no such thing as a single,

white on Asian). Far-right organisations had been active in most of these areas. Last but not least, the arrest or failure to arrest certain individuals, assaults and other criminal activities often played a part in spreading disturbances.

THE ISSUES

The main issue we need to look at is the underlying causes of these events.

There are important areas where we have drawn clear conclusions on Government actions. In a number of areas we have identified the need for further research and analysis. But we should stress two conclusions:

I. We are clear that these are not matters that can be resolved purely through academic research and analysis. Understanding how the issues are seen and understood by local people is central to shaping effective policy responses. We need to involve local communities in the process of developing future policy.

II. The interaction between a series of economic, social and cultural issues must be understood. It seems unlikely that tackling one or more problems in isolation will provide a successful response to a complex and multi-layered situation.

The key issues identified are:

Lack of a Strong Civic Identity and Shared Social Values to Unite Diverse Communities.

The divisive 'them and us' attitudes often characterize the relations between the different sections of the communities. A positive approach to celebrating diversity has been a key factor in enabling some communities (for instance in Birmingham, Leicester and Southall) to deal with the tensions between the different groups. The most successful have been those communities that have, in addition to this, succeeded in uniting diverse groups through a shared sense of belonging to, and pride in, a common civic identity.

Issues of identity and values are intrinsically difficult and controversial. They raise questions which go to the very heart of what we mean when we talk about concepts of citizenship, community and civil society. All of these are contested and perhaps because of this there has been a reluctance to discuss them openly.

homogenous Asian, Muslim, Pakistani, Bangladeshi or White community. Within and between the component parts of those communities there are significant differences in attitudes, beliefs and opinions."

The group most in doubt and confusion about identity and values is young people. Where there is little opportunity for interaction outside of their immediate group, many young people grow up, as Ouseley observes, 'ignorant of other cultures and lifestyles'. Ignorance of others is an obvious source of conflict. It feeds the territorial instincts of young men and makes it easier for myths and jealousies to flourish.

A civic identity which serves to unite people and which expresses common goals and aspirations of the whole community can have a powerful effect in shaping attitudes and behaviours. Shared values are essential to give people a common sense of belonging regardless of their race, cultural traditions or faith. Positive action must be taken to build a shared vision and identity.

Fragmentation and Polarisation of Communities. According to CRE, "compared to racial discrimination, racial harassment, and immigration control; racial segregation has not been a major concern in British race relations and it has received little attention"².

Bradford, Burnley and Oldham could all be described as multi-racial, yet to do so would overlook Lord Ouseley's observation that "different ethnic groups (in Bradford) are increasingly segregating themselves from each other and retreating into 'comfort zones' made up of people like themselves"³.

There are a number of reasons why people may choose to be close to others like themselves. These include the need for security and support, access to schools, and proximity to shops and places of religious worship. For ethnic minorities, such as the Pakistani and Bangladeshi communities in Bradford, Burnley and Oldham, language may also be an important factor if they do not speak English.

There is nothing intrinsically wrong about people exercising choice in this way. However, there are reasons why we should be concerned about the apparent trend towards more segregated communities. These include the fact that geographical segregation is likely to contribute to a lack of opportunity for different communities to meet, to have a dialogue and work together. The trend towards segregation may be a symptom of

² 'Racial Segregation in the North of England', CRE report in preparation.

³ 'Community Pride Not Prejudice – Making Diversity Work in Bradford', Sir Herman Ouseley, July 2001, page 16.

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deeper concerns, fear of racist attacks or of deep seated prejudices and racism. Furthermore, segregation may not reflect choice but a real and damaging lack of choice about housing, jobs and schools.

At this stage it is difficult to identify the cause and effect of segregation as well as whether the geographical concentration of communities always give rise to problems of community cohesion or whether other factors have to be present for difficulties to arise.

We cannot claim to be a truly multi-cultural society if the various communities within it live a series of parallel lives which do not touch at any point.

Weak Political and Community Leadership.

Weakness in leadership of councils, public services and local communities has been manifested by the absence of an agreed vision of how things could be better; an inability to broker relations between key interests and work up agreed solutions (or workable compromises) to housing, regeneration, employment and education problems; a consequent lack of drive to create purposeful, inclusive and effective Local Strategic Partnerships; an inability to communicate the vision and how it might be achieved to the wider community, and to counter false perceptions about resource distribution; a lack of organisational capacity and know-how to deliver/implement solutions.

The consequence is a cycle of failing business and community confidence, erosion of trust in civic institutions to resolve problems and risk of increased disorder. It is also less likely that opportunities will be created to enable different communities to meet and work together.

It is important that political parties recognise their responsibilities for addressing these issues honestly and with a commitment to community cohesion and to avoid seeking electoral advantage in ways that damage community cohesion. The capacity of community, faith and business leaders to work together, to represent all parts of their communities and constituencies effectively, and to promote community cohesion must also be developed. Otherwise it is very difficult, if not impossible for communities to take responsibility for finding the solutions to their problems. In this, support from central Government and its agencies is crucial.

Disengagement of Young People from the Local Decision Making Process and Inadequate Provision of Youth Facilities and Services. Young people's voices have been

largely ignored by decision-makers in the areas where there were disturbances. Some young people complained that the older community and religious leaders who claimed to represent them failed to articulate the experiences of the young. Young people must be enabled to contribute fully to the development of cohesive communities and to have their own, distinctive voice. We also recognise the importance of enabling young people to have a voice in shaping their local communities.

Both Ouseley and Ritchie make direct links between the lack of youth facilities and anti-social behaviour by young people. Cattle describes facilities for young people as being in 'a parlous state in many areas' with some of the impressive schemes seen by the Review Team 'dependent on the goodwill of dedicated helpers to survive'.

In places youth facilities are segregated⁴. This often reflects the locality in which the facilities exist but even centres in more racially mixed areas often serve only one community. At national level the Transforming Youth Work review⁵ revealed that the quality and quantity of youth services varies dramatically across the country, with service providers ranging from local authorities, voluntary sector organisations, and faith groups to targeted schemes like the Youth Justice Board's Youth Inclusion Programme. There are also the very serious problems of capacity, funding, quality and the recruitment and retention of staff.

High Levels of Unemployment, Particularly Amongst Young People and Problems with Regeneration Programmes. High levels of unemployment reduce the opportunities for contact between communities and restrict social mobility. Features that need to be tackled through local and national economic and employment strategies include: wide variations in unemployment levels within relatively small areas; higher unemployment levels amongst Pakistani and Bangladeshi communities; higher unemployment amongst young people; racism and racial discrimination within the labour market, including the public sector; and areas of high white unemployment not easily identified from large area statistics.

More needs to be done to understand the obstacles that prevent the some ethnic minority communities from being more successful in local

⁴ 'Racial Segregation in the North of England', CRE report in preparation.

⁵ 'Transforming Youth Work', consultation paper launched March 2001 by Malcolm Wicks DfES

labour markets. It will also be important to establish whether the statistics that reveal the disadvantage of minority groups may be disguising the existence of small but significant numbers of white adults who are similarly unsuccessful in finding work.

The Cantle, Ritchie and Ouseley reports identify access to Government grants and regeneration funds as a source of tensions between communities. There is also a perception that funding approaches overlook pockets of extreme deprivation, in relatively better off, and often predominantly white neighbourhoods. Also, such programmes have been relying on one-off regeneration expenditure, which made it difficult for local authorities and other local agencies to develop and deliver a long term, comprehensive approach to addressing poverty and poor standards in their area. Previous approaches often overlooked the importance of involving the public, private and voluntary sectors and residents in the regeneration of their areas. Also, regeneration funding did not in many cases meet the needs of ethnic minority populations. Ethnic minorities were extremely under-represented amongst those running regeneration projects.

All this has over time generated resentment about both perceived and real inequalities between neighbourhoods and between different ethnic groups. The National Strategy for Neighbourhood Renewal, launched by the Prime Minister in January 2001, is designed to redress many of these criticisms.

Activities of Extremist Groups. The British National Party targeted areas in Greater Manchester and Lancashire at the June General Election and was clearly seeking to exploit tensions between the white and Asian communities. Actual and rumoured far right activity was a focus for some organized response by young Asian people. It reflected a level of distrust about the police handling of racist incidents.

Weaknesses and Disparity in the Police Response to Community Issues, Particularly Racial Incidents. We recognise that there are policing issues which need to be addressed. Firstly, the summer's disorders presented Lancashire, West Yorkshire and Greater Manchester with considerable public order challenges and they all needed to call upon mutual aid to control the disturbances and restore law and order. Secondly, the Review Team observed that the approach taken and the quality of policing that ethnic minorities and others experienced varied across the country.

There have been suggestions that drug related activity in these areas played a significant role in the disturbances, yet the report states that such claims have not been supported by the police or the local Drug Action Teams.

Irresponsible Coverage of Race Stories by Sections of the Local Media. Sections of the local media attracted considerable criticism in relation to the biased reporting of race issues – particularly racial attacks by Asians on white people – over a long period of time. The often inflammatory reporting of the disturbances also attracted criticism. They both contributed to the souring of community relations.

THE GOVERNMENT RESPONSE

The Government is already doing a great deal to regenerate communities, to improve public services, raise standards in schools, and cut crime. Relatively new programmes such as the National Strategy for Neighbourhood Renewal, ConneXions, and the New Deal, Sure Start, National Childcare Strategy, and Excellence in Schools will need time to have their full effect. The Race Relations (Amendment) Act 2000, which took effect only this year, will also have a significant impact on the diversity of the public sector work force and the delivery of local services. We believe that there is a need for a more holistic approach to regeneration and building civic renewal to focus and inform our efforts. This is captured by the concept of community cohesion.

Community cohesion requires that there is a shared sense of belonging based on common goals and core social values, respect for difference (ethnic, cultural and religious), and acceptance of the reciprocal rights and obligations of community members working together for the common good. The government can take a lead in articulating a vision and taking the practical steps necessary to empower and support communities to turn the vision into reality.

In the immediate wake of the disturbances, the Ministerial Group, with other agencies, took a number of initiatives to assist local communities:

Immediate Reponse

We reacted quickly to the disorders. A programme of additional summer activities aimed mainly at young people was funded and we set in train the appointment of facilitators to foster dialogue within and between communities. Community facilitators are there to bring together

local people and foster dialogue about local grievances or misunderstandings, which are threatening good community relations. Furthermore, a joint letter was sent to all local authorities. The letter focused on good practice and short-term measures that could be taken to prevent and deal with outbreaks of civil disorder. Also, a good practice guidance was issued, advising authorities how to deal with community tensions, following the terrorist attacks of September 11.

Medium and Longer-Term Actions

High Quality Services. Improving the quality of services in deprived areas, supplementing the measures taken to modernise and raise the standards of key public services.

Identity and Shared Values. Need to articulate a clear set of shared values around which people from diverse backgrounds, faiths and cultural traditions can unite.

Need for an open and constructive debate about citizenship, civic identity, shared values, rights and responsibilities. National Government should take the lead in promoting such a debate, and we hope that local government will also recognise the need for this dialogue to take place at a local level. In an open liberal democracy, citizenship is founded on fundamental human rights and duties. The laws, rules and practices that govern our democracy, uphold our commitment to the equal worth and dignity of all our citizens. We must tackle head on racism and Islamophobia. It will sometimes be necessary to confront cultural practices that conflict with these basic values, such as those which deny women the right to participate as equal citizens. Similarly, it means ensuring that every individual has the wherewithal, such as the ability to speak English, to enable them to engage as active citizens in economic, social and political life.

Common citizenship does not mean cultural uniformity. Our society is multicultural, and it is shaped by the interaction between people of diverse cultures. There is no single dominant and unchanging culture into which all must assimilate. The public realm is founded on negotiation and debate between competing viewpoints, at the same time as it upholds inviolable rights and duties. Citizenship means finding a common place for diverse cultures and beliefs, consistent with our core values.

The articulation of these common values will feed into the broader citizenship agenda, which remains a core plank of government's future

social policy development. Ministers will provide a lead on this in the coming months. We will establish a Panel of people with relevant skills and experience from outside Government to work with the Ministerial Group in taking this forward.

The Immigration, Asylum and Citizenship White Paper focuses on promoting citizenship for those entering the country and those seeking naturalisation – including recognition of and adherence to fundamental rights and duties, and to English as our shared language.

On a local level, we will want to pilot this approach to building civic pride, and a sense of shared values, with key local authorities and in a small number of local communities, including those where disturbances occurred. Here, we will work to resolve conflict and reduce inter-community tensions, drawing on national and international experiences such as those in the USA and Northern Ireland, working with the recently appointed community facilitators.

Cohesion/Segregation. Cross-governmental working on community cohesion established over the last few months should continue, in order to develop coherent strategies to tackle barriers to choice, and promote mutual understanding and interaction within and between communities. It will also be important to consider how, in the future, relevant government policy might be assessed for its impact on community cohesion.

Encourage all local authorities to consider community cohesion as part of their community development plans in the future. Also, a research programme will be commissioned to give us a fuller understanding of segregation in this country. Finally, there is a need to establish how community cohesion might be measured in the future. Also, Government policy must promote cross-community relations wherever possible – through youth work, schools, health and social care provision, regeneration, culture and sport.

Race Relations Act 2000. The Race Relations (Amendment) Act 2000 provides a legislative framework for the development of community cohesion. The obligations impose a positive duty on public bodies to promote race equality that will provide a framework for analysing policy and for monitoring impact in all the main policy areas. The duty not only requires public bodies – such as Local Authorities, the police service, schools and hospitals – to have due regard to the need to eliminate unlawful race discrimination in performing their functions, but also to promote

equality of opportunity and good relations between people from different racial groups.

The Act will also ensure that public services are provided in a way that is fair and accessible to all, irrespective of race or colour. We are working closely with the CRE on a code of practice that will provide practical guidance to help public bodies comply with the duties imposed by the new legislation.

The Government is committed to the diverse workforce in the public sector. The Race Relations (Amendment) Act 2000 will require all public bodies to monitor their workforces by ethnicity and publish the outcomes annually. The Government is committed to outlaw discrimination in employment on grounds which include religion by December 2003, as required by the Article 13 EC Employment Directive.

Housing. We must develop policies which ensure that individuals have real housing choices and ethnic groups are not concentrated in some of the worst housing stock through, for example, fear or discrimination. Local authorities, as part of their strategic housing role, need to identify and plan for the improvement, renewal or replacement of unsatisfactory housing stock throughout their area. It is essential that the needs of all neighbourhoods are understood and appropriate policies developed to ensure that housing conditions are improved in all areas where problems exist. There is still a need to prioritise, which is potentially divisive. Nevertheless, a transparent prioritisation process undertaken on a fair and rational basis, with the needs of each and every section of the community properly taken into account, will reduce the potential for generating bitterness and conflict.

The Government published, on 23 November 2001, an Action Plan⁶ for addressing the housing needs of black and ethnic minority people. For the first time the plan brings together the full range of housing policies and initiatives that tackle ethnic minority issues in housing. It contains over 70 specific action commitments ranging from assessing whether race issues are adequately treated in local authority housing strategies, through to allocations policy and new research for improving the evidence base on ethnic minority issues housing issues.

The DTLR is piloting a new approach to local authority lettings which is designed to make the

process more open and transparent, and to give applicants a more active role in the choice of home. The DTLR is also encouraging local authorities to take a strategic approach to housing so that they identify needs better, plan more systematically, and work in concert with others.

Education. The Government's commitment to education, and to raising school standards, has already had real effect on the ground. Key points that are at the centre of policy in this area are; inclusiveness at the heart of faith school policy; partnership arrangements between schools; schools as a community resource; narrowing the achievement gap between different ethnic groups; promoting community cohesion through post-16 education and training; and more ethnic minority head teachers, teachers, governors and support staff in schools.

DfES have already introduced a number of policies that will help bring this about, they include encouraging schools with particular specialisms, such as Specialist schools or Beacon schools, to make partnerships with other schools and the wider community to share their expertise and resources; Excellence in Cities, a targeted programme of support delivered by local partnerships of schools and authorities working together to a common agenda; a culture of improvement for all pupils and minimum achievement targets at GCSE for all maintained schools and local education authorities; programmes to support learning in and out of school; and the citizenship programme of study which includes diversity of national, religious and ethnic identities and the need for mutual respect and understanding.

DfES will strengthen these policies in the following ways; revised guidance for specialist schools to include specific examples of cross cultural activities between schools and making it clear that proposals in this area would be welcomed; selecting two or three local education authorities to focus specifically on area-wide strategies to address segregation as Diversity Pathfinders; ensuring that when decisions are made on proposals for a new school (including faith schools) the potential for inclusiveness is a factor that will be taken into account; local education authorities will be expected to set local targets for narrowing the achievement gap between some ethnic minority groups and their peers; providing funding for partnerships between two or more schools for partnerships dedicated to cross-cultural issues; increasing the number of ethnic minority teachers, governors and support staff; and directing increased early

⁶ 'Addressing the housing needs of Black and Minority Ethnic People: A DTLR (Housing Directorate) Action Plan', 23 November 2001

education and childcare funding to the most disadvantaged areas, where new Neighbourhood Nurseries will be at the heart of the community and make particular contribution to closing the childcare gap.

The DfES has set out its vision for education for 14 – 19 year olds in the White Paper, *Schools: Delivering Success*⁷ and will also take some specific measures to build community cohesion into post-16 education and training. These are, the duty on Learning and Skills Councils (LSC) to promote equality of opportunity between people from different racial groups in all its policies; provide additional support where necessary for young people from ethnic minority backgrounds; the DfES and LSC will continue to provide appropriate support for all forms of post-16 providers, including FE colleges, in respect of race equality issues and monitoring race equality performance, taking relevant action to address shortcomings;

The DfES and LSC will commission work involving local voluntary organisations and statutory bodies to devise local strategies for helping more people from ethnic minority groups back into learning; the LSC should ensure that in developing its new funding system for post 16 learning it takes full account of the additional cost of reaching out to help young people and adults in disadvantaged groups; the ConneXions Service, which joins up the work of six government departments to deliver advice, guidance and access to personal development opportunities to all 13-19 year olds, will be available throughout England by 2003; and a three year promotional campaign will target young people from minority ethnic groups to encourage them to take up Modern Apprenticeships.

Community Leadership – Supporting Communities. Government has a key role to play in strengthening civic leadership and institutions through support to local communities, local government, and other delivery partners before problems become acute. We also need to be able to identify emerging problems through better links with local authorities and local communities.

The Role of Local Government: Communities everywhere face rapid changes to their economy, environment and social mix. The leaders of those communities have to adapt continually to such changes. The best councils anticipate change and respond accordingly. Shifts in economic activity are met by developing new foundations on which to build economic

success. Changes in cultural mix are met by developing positive community relation strategies and promoting inclusiveness. The recent introduction of statutory community strategies, the broad new enabling powers to promote community well being, and the development of more efficient, transparent and accountable local governance will all strengthen councils' capacity to do so. Furthermore, the Local Government White Paper will announce steps to assist the development of effective local partnerships and provides councils with further powers to serve their communities. The introduction of a comprehensive performance management framework will ensure that councils deliver services to acceptable standards in all areas, and our deregulatory powers will give councils more room to respond effectively to local priorities.

Community Support Teams: The Ministerial Group and the DTLR have agreed a series of measures to provide a more strategic, coherent and timely response to communities where community relationships have broken down and/or local leadership needs support. Action is now being taken by the NRU to develop a pool of people and a skills base that can be deployed flexibly and directly across a variety of institutions in areas at risk. They will form the Community Support Teams which will include senior personnel able to support and develop local political leadership to supplement the organisational and management capacity of key organisations such as Local Authorities and LSPs; and the provision of expert advice on for example housing and regeneration.

It is intended to provide this support for a limited time with the aim of raising standards and transferring knowledge and skills to the area. Furthermore, NRU will develop packages of support to the community facilitators already in place to foster dialogue and heal divisions between communities.

Role of the Government Offices (GOs): Regional Co-ordinators will be responsible for building a longer-term strategic approach to the capacity building that began with community facilitators. GO North West and GO Yorkshire and Humberside are committed to follow up action in Oldham, Burnley and Bradford, in conjunction with the respective Local Authorities and other delivery partners.

Across the GO network the approach being developed involves, integrating the Home Office's Crime Reduction Teams, supporting the new community facilitator co-ordinators, and

⁷ 'Schools: Delivering Success' White Paper, 5 September 2001

'mainstreaming' crime reduction, race and cohesion priorities across the board; focusing activity under a range of different programmes so they mutually support community cohesion; ensuring that community cohesion issues are centre stage in their work with Local Strategic Partnerships; broadening the skills and experience they can deploy, through co-location and inward secondment of experts from a range of community backgrounds; and increased liaison with Regional Sports Boards.

Children and Young People. Earlier this year, the Government published a consultation document⁸ for a new strategy concerning children and youth. As part of the consultation on the strategy, the Children and Young People's Unit (CYPUP) is setting up small seminar discussions and workshops with local community groups, children and young people and key local service providers across England, focusing on community cohesion and the ways we can achieve it.

The LGA has agreed on six commitments which aim to find new ways of tackling the issues that really matter to local people. One of these commitments, 'Supporting Children and their Families', is piloting new ways of joining up key services such as social care, leisure, education, community safety and health in six projects involving eight pathfinder local authorities.

The Government has recently published principles for participation by, and consultation with, young people in the development of all relevant government policy⁹.

The CYPUP has recently begun a programme working directly with young people, so that they can advise Government, political parties, the Media and the Electoral Commission on the best ways to re-engage young people in the formal democratic process, ensuring that more young people exercise their right to vote.

DfES and the Home Office are working closely together to develop a government response to *Transforming Youth Work*. Government must ensure that youth service provision encourages mutual understanding and interaction between children from different communities. We propose that the provision of youth services is considered as part of the Spending Review 2002.

⁸ 'Building a Strategy for Children and Young People: Consultation Document', 21 November 2001 – CYPUP

⁹ 'Learning to Listen: Core Principles for the Involvement of Children and Young People', 2 November 2001 – CYPUP

Work is now underway to develop and plan additional summer activities for summer 2002, while the CYPUP is co-ordinating a cross-cutting review of services to children at risk.

DCMS work in the area of sports and culture includes investing in sports leadership awards to train 14-19 year olds to take a leadership role in their schools and communities; the Sport England Active Community Development fund, working with groups whose participation levels in sport and physical activity are low; the CRE/Sport England funded body set up to address racial inequalities in sport and new Racial Equality in Sport Charters are now being launched in Local Authorities.

Employment. The Department for Work and Pensions is committed to increasing the employment rate of people from ethnic minorities and to narrowing the gap with the overall employment rate, as well as building employment opportunities for those from all communities and backgrounds.

In order to tackle urban unemployment, Action Teams for Jobs work from outreach sites with people in disadvantaged neighbourhoods. Where there are significant numbers of ethnic minority people, they often recruit staff from the community, work with local voluntary organisations and use their premises for outreach work.

The Regional Development Agencies' (RDAs) objectives include promoting economic development and regionally based growth; promoting social cohesion and sustainable development through integrated local regeneration programmes; helping those without a job by promoting employment and enhancing the development of skills relevant to employment; and promoting enterprise, innovation, increased productivity and competitiveness.

Centrally aggregated employment figures often hide significant pockets of extreme deprivation. The introduction of Neighbourhood Statistics should provide better information, including on employment, at a neighbourhood rather than ward level, and enable better targeting in the future. The collection of regular data on ethnicity is a matter of serious concern.

Understanding the causes of disadvantage in the labour market is important. The PIU project, *Improving labour market achievements for ethnic minorities in British Society*, will address this issue.

Regeneration. The National Strategy for Neighbourhood Renewal aims to narrow the gap between the outcomes in deprived areas and the rest by harnessing the main programme expenditure of Government Departments, rather than relying on one-off regeneration spending.

In order to address the gaps in the National Strategy we need to help communities resolve their conflicts so that they can successfully participate in the renewal of their neighbourhoods; build strong and representative civic leadership and local institutions which can identify and deliver solutions to address the underlying causes of conflict and deprivation through the establishment of Community Support Teams; tackle inequalities in the main services and levels of resources received by different ethnic groups; and encouraging better cross-community and cross-cultural co-operation.

The National Strategy for Neighbourhood Renewal includes, Local Strategic Partnerships (LSPs) providing a single vehicle for bringing together all community sectors towards renewing deprived communities in their area; Neighbourhood Management providing the infrastructure for this approach to be repeated at a neighbourhood level; Neighbourhood Renewal Fund helping kick start the main programmes addressing deprivation; Community Empowerment Fund helping develop the infrastructure for communities to engage more effectively with each other; Neighbourhood and Street Wardens programmes deterring crime and tackling low-level anti-social behaviour; NRU Action Plan aiming at ensuring the incorporation of the needs of the black and minority ethnic community.

The National Strategy also contains many changes to mainstream programmes, which will have an impact in raising standards in many thousands of poor neighbourhoods.

Activities of Extremist Groups. The Association of Chief Police Officers (ACPO) is identifying best practice in responding to rumoured or actual activities that may be triggers for disorders. The Anti-Terrorism, Crime and Security Bill will make incitement to religious hatred an offence. It will also expand racially aggravated offences introduced in the Crime and Disorder Act 1998 to cover offences aggravated by religious hostility.

Tackling Crime and Disorder. The police must have the confidence of all sections of the community, not just in meeting the needs of a

diverse community but also in their effectiveness in tackling crime and disorder. Moreover, Effective Crime and Disorder Reduction Partnerships are not only about helping to reduce crime and the fear of crime: they should also be a means of creating public understanding of, and confidence in, the way in which crime and anti-social behaviour will be tackled, communities will be policed and the important role local people and communities have in supporting the police.

The Police Reform White Paper¹⁰ stressed the importance of involving voluntary and community organisations in the work of Crime and Disorder Partnerships. Also, the Crime Fighting Fund for police recruitment is increasing the ethnic minority recruitment. Following the Stephen Lawrence enquiry, the police will continue to implement agreed measures on the handling of racist incidents, stop and search, and improved community and race relations training.

ACPO have published a manual on hate crime, which draws together good practice as a benchmark for further action. Best practice in policing diverse communities has already been identified by Her Majesty's Inspectorate of Constabulary. The new Home Office Police Standards Unit, will work with the HMIC and the police service to support best practice in all areas.

It is important that the police pays attention to racist attacks and drug dealing and ensures that local communities understand how these issues are being tackled. In this there is a need for effective consultation with communities. Moreover, the National Operations Faculty are producing a good practice guide on policing urban disorder, which will cover appropriate use of public order legislation to ban marches; activities of extremist organisations, and the policing of the disturbances.

NEXT STEPS

Communities need to be fully engaged in, and take responsibility for, the task of civil renewal. To this end, the government will maintain the inter-departmental Ministerial Group in order to drive further work on community cohesion and ensure continued cross-departmental working. It will establish a Community Cohesion Panel, involving people with relevant skills and experience from outside government, to work with the Ministerial Group on policy issues and help deliver the Community Cohesion Agenda – in line with Cantele's recommendation to establish

¹⁰ 'Policing a New Century: A Blueprint for Reform' CM 5326

a task force. The government will also ensure that the Spending Review 2002 is informed by the issues raised in this report and the further work of the Community Cohesion Panel.

Reversing the processes, which have led to communities becoming increasingly fractured and polarized will require tackling the intrinsically difficult and controversial issues of social identity. This should involve all sections of the community and especially the young people.

ANNEX I - Glossary

ABI Area Based Initiative; ACPO Association of Chief Police Officers; BME Black and Minority Ethnic; BNP British National Party; BURA British Urban Regeneration Association; CRE Commission for Racial Equality; CYPY Children and Young People's Unit; DCMS Department for Culture, Media and Sport; DfES Department for Employment and Skills; DTLR Department for Transport, Local Government and the Regions; DWP Department for Work and Pensions; GO's Government Offices; HMIC Her Majesty's Inspectorate of Constabulary; HO Home Office; LA's Local Authorities; LCS Learning Skills Council; LGA Local Government Association; LSP's Local Strategic Partnerships; NRU Neighbourhood Renewal Unit; ONS Office of National Statistics; PIU Performance and Innovation Unit; RCU Regional Co-ordination Unit; RDA Regional Development Agency; TTA Teacher Training Agency; YJB Youth Justice Board.

Annex II - Ministerial Group on Public Order & Community Cohesion

Purpose

The Inter-departmental Ministerial Group chaired by John Denham, announced in the Home Secretary's Statement to the House of Commons on the 10 July 2001, was asked to report on action to minimise the threat of further disorder and build strong, more cohesive, communities.

Scope

The overall responsibility for the Ministerial Group was to gain agreement and support of cross-Government colleagues for the work programme including the medium to longer term issues and to determine the role of the Review Team.

Members

John Denham MP (Chair); Angela Eagle MP; Bob Ainsworth MP; Nick Raynsford MP; Ivan Lewis MP; Barbara Roche MP; Richard Caborn MP; John Gieve – Permanent Secretary, Home Office; Gurbux Singh – Chairman, Commission for Racial Equality; Justin Russell – No 10 Policy Unit.