

- Title of document:** The All Wales Community Cohesion Strategy
- Audience:** Local government, police forces and authorities, the Third Sector (including all community and voluntary groups), criminal justice organisations, devolved and non-devolved organisations with an interest in cohesion.
- Overview:** This consultation document presents the Welsh Assembly Government's draft Community Cohesion Strategy. Implementing the Strategy is a *One Wales* commitment. The Strategy sets out how community cohesion cross cuts Welsh Assembly Government policies and underlines the importance of local analysis of cohesion issues in order to devise a local community cohesion response.
- Action Required:** Responses to the consultation should be sent by **6 April 2009** to the address provided below or via the internet site www.wales.gov.uk/communitycohesion. When responding, please state whether you are responding as an individual or representing the views of an organisation. If you do not wish to be identified as the author of your response, please state this expressly in your response.
- Freedom of Information:** The Welsh Assembly Government will publish a summary of responses following completion of the consultation process or publish all responses. In any case, your response, and all other responses to the consultation, may be disclosed on request.
- The Welsh Assembly Government can only refuse to disclose information in exceptional circumstances. **Before** you submit your response, please read the paragraphs below on the confidentiality of consultations and they will give you guidance on the legal position about any information given by you in response to this consultation.
- The Freedom of Information Act gives the public a right of access to any information held by a public authority, namely, the Welsh Assembly Government in this case.
- The right of access to information includes information provided in response to a consultation. The Welsh Assembly Government cannot automatically treat information supplied to it in response to a consultation as confidential.

However, it does have the responsibility to decide whether any information provided by you in response to this consultation, including information about your identity should be made public or be treated as confidential. Usually, the name and address (or part of the address) of its author are published along with the response, as this gives credibility to the consultation exercise.

If you would prefer for your response not to be published, or to be published but not attributed, please include an explanation in your response. We cannot guarantee to do as you ask, but will do so if we can.

You should also be aware that there may be circumstances in which the Welsh Assembly Government will be required to communicate information to third parties on request, in order to comply with its statutory obligations. This includes its obligations under the Data Protection Act 1998, the Freedom of Information Act 2000, and the Environmental Information Regulation 1992. For further information on the Assembly's Code of Practice in dealing with requests for access to information it holds please visit our website: www.information.wales.gov.uk

Further information:

Responses, enquiries and requests for hard copies of the consultation should be directed to:

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Related documents:

One Wales, a progressive agenda for the government of Wales (June, 2008)

Foreword by the Minister for Social Justice and Local Government

We live in a society where international demographic changes and the effects of global issues are evident at even the most local level. Faced with such world wide phenomena we need to continue to strengthen our communities to ensure that they are safe, welcoming and cohesive. The Welsh Assembly Government already has a number of strategies and policies in place to help us to achieve our goal of a fair and just society for example *Communities First*, the *Refugee Inclusion Strategy* and *The Third Dimension*, a strategic action plan for the voluntary sector scheme. There is already some excellent work ongoing across Wales which promotes cohesiveness and encourages a shared future vision and sense of belonging. I hope that the All Wales Community Cohesion Strategy will bring all these elements together. It will show how cohesion fits into existing work across the Welsh Assembly Government and public services and will show some good examples of community cohesion that are already taking place. The strategy will be complemented by an online toolkit of best practice.

This is an All Wales Strategy which sets out how local communities whether they are at local authority or community group level can scope local needs in order to benefit everyone living or working there. The Strategy is aimed at all communities within Wales. Even communities that may have previously regarded themselves as stable and well integrated may have cohesion issues because of the economic situation, because resources are limited or because different elements within the community for example older and younger members are suspicious of each other. The Strategy sets out how housing, learning and communication are key factors in improving cohesion. It also looks at the work communities are undertaking to reduce barriers to cohesion from violent extremism.

Above all, I hope that the Strategy will encourage communities to develop their own community cohesion approaches to meet their own needs.

I welcome your comments on the Strategy.

A handwritten signature in black ink, appearing to read 'Huw Iwan', written in a cursive style.

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Executive Summary

The Community Cohesion Strategy is part of the '*One Wales*' commitment by the Welsh Assembly Government to achieve a fair and just society. It is aimed at everyone within our communities but will be of particular interest to policy writers and service providers hoping to improve community cohesion within their area of work or influence. It is intended to help facilitate the improvement of community cohesion in a given area.

Significant work is already taking place across the Welsh Assembly Government, in local authorities and the Third Sector which are examples of good 'community cohesion' work. The objectives of the Strategy include highlighting how community cohesion issues cross cut Welsh Assembly Government policies and procedures and sign posting the relevant legal, procedural and research documents. We hope this will help stakeholders at all levels to prevent unnecessary duplication and more easily navigate areas of relevance in the preparation of strategy, policy or projects in their area.

The document is divided into seven chapters and appendices. Chapter one provides context to the strategy and outlines the definition of community cohesion, its aims and objectives and the vision of the Welsh Assembly Government in this area. It also traces the emergence of community cohesion within England and its subsequent development in Wales.

The second chapter considers the importance of obtaining and mapping community information which can identify community composition, tensions and allow more effective service provision within Wales. It provides useful and relevant data sources that can be consulted, together with published guidance and research material. It is hoped that this will help stakeholders to obtain relevant information in one place and save some unnecessary and timely research work. It should be considered in conjunction with the on-line web site and tool kit which provides good practice examples within Wales.

The next four chapters concentrate on those areas that are particularly significant within a Community Cohesion Strategy. The chapters consider and develop the relationship and connection between the subject headings and the provision of an effective community cohesion strategy. Links are provided for individuals operating in these areas to relevant associated documentation.

The final chapter considers the monitoring and evaluation of a community cohesion work plan or strategy. It contains an 'action plan' which attempts to provide a market stall approach for local authorities and stakeholders to examine the suggested areas and projects that could be considered. It does not prescribe that all actions would be suitable for all. The success of a local community cohesion strategy depends on identifying and considering the needs of a particular area and drawing up an action plan that is best suited to that area.

Consultation questions

When responding to the consultation, please consider the following questions as a guide to framing your response:

1. What, from your organisation's perspective, do you understand by the term community cohesion?
2. Would you support the use of the UK definition and key principles, as set out in the strategy document?
3. In what ways does your organisation's work link to community cohesion?
4. Is community cohesion encompassed in your organisation's strategic aims and objectives?
5. Does your organisation work with partners to improve community cohesion and how do these partnerships work?
6. If not, are there opportunities to do so and would your organisation be likely to pursue them?
7. Do you think improving community cohesion is effective, for example, in addressing anti-social behaviour and supporting good citizenship?
8. Do you support the development of an All Wales Community Cohesion Strategy and what benefits do you think it could bring?
9. Do you agree with the proposed aims and objectives of the strategy?
10. Would you agree that housing, learning, communication skills and extremism are the main themes that the strategy should focus on? If not, could you suggest others?
11. Do you agree that the proposed action plan for local authorities, given how much of their activities impact upon community cohesion, is a useful development tool?
12. If not, how could the Welsh Assembly Government best encourage local implementation of community cohesion?
13. Would your organisation be likely to use this action plan as the basis for developing its own community cohesion strategy/action plan/objectives?
14. What more do you think that the Welsh Assembly Government could do to fulfil its leadership role on taking forward community cohesion?

1. Introduction

Objectives

The objectives of this chapter are to explain:

- the development of a definition of community cohesion;
- the development of community cohesion policy;
- the Assembly Government's vision for community; and
- the aims and objectives of the Community Cohesion Strategy.

1.1 Introduction

Wales needs strong, resilient and harmonious communities which can respond effectively to the pace and scale of economic, social and cultural change in the 21st Century. The Community Cohesion Strategy is part of the One Wales commitment by the Welsh Assembly Government to achieve a fair and just society. It is aimed at everyone within our communities.

At the outset the Assembly Government recognises that a good deal of work is already taking place within Wales and a number of these good practice projects are highlighted throughout this strategy¹.

1.2 Defining community cohesion

At its core the concept of community cohesion presents significant challenges to our communities and public services providers:

- it is about a shared identity, a sense of place and social solidarity within a community;
- it re-defines the relationship between the individual, the community and government, placing greater responsibility on all individuals to contribute to strengthen the community in which they live and work;
- it is a long term strategy that asks public service providers to be pro-active to the issues that they are facing and plan ahead to compile regular profiles of their community and deal with changing needs in the community;
- a good community cohesion approach requires an in depth knowledge of issues that may be unique to that community, enabling a tailored cohesion response. Each community will need to develop its own strategy based on the issues relevant to the community;

¹ A number of good practice community cohesion projects will also feature in the online resource of good practice being developed by the Community Cohesion Unit.

- a local community cohesion strategy can involve one issue or a combination of issues such as community empowerment, the environment, regeneration, diversity, faith, race, generational issues, etc; and
- how cohesive an area is depends on both the people who make up a community and a number of interacting factors impacting upon cohesion simultaneously². One size does not fit all.

The Assembly Government proposes to use the UK Government's definition of community cohesion (see below)³.

Definition of Community Cohesion

“Community Cohesion is what must happen in all communities to enable different groups of people to get on well together. A key contributor to community cohesion is integration which is what must happen to enable new residents and existing residents to adjust to one another”.

- *Our vision of an integrated and cohesive community is based on three foundations:*
 - *people from different backgrounds having similar life opportunities;*
 - *people knowing their rights and responsibilities; and*
 - *people trusting one another and trusting local institutions to act fairly.*
- *And three key ways of living together:*
 - *a shared future vision and sense of belonging;*
 - *a focus on what new and existing communities have in common, alongside recognition of the value of diversity; and*
 - *strong and positive relationships between people from different backgrounds.*

Department for Communities and Local Government (2008)

1.3 Factors which impact upon cohesion

Whilst the initial motivation to promote community cohesion arose from tensions linked to ethnicity and faith, tensions can arise everywhere and for different reasons. Community cohesion is not just about a focus on issues involving race and faith.

² Our Shared Future, Commission on Integration and Cohesion (June 2007); this evidence is drawn from the research 'Predictors of community cohesion; multi modelling of the 2005 Citizenship Survey by Laurence and Heath (2008). This report can be downloaded at <http://www.communities.gov.uk/documents/communities/prd/681539.pdf>.

³ The Department for Communities and Local Government in their response to the Commission on Integration and Cohesion recommendations in their report *Our Shared Future*.

Some of the factors may include:

- poverty and deprivation which will be prime causes of the breakdown of cohesion for some sections of our communities. The Welsh Assembly Government is committed to tackling poverty and deprivation through a number of policies and programmes as set out in *One Wales*⁴;
- the rise of economic migration into the United Kingdom following the expansion of the European Union in May 2004 and the influx of workers from the European Union accession states;
- the rise of globalisation, and the instant reporting of world affairs which can result in an incident that has occurred in another part of the world having a local effect within hours;
- tensions caused by the current difficult economic conditions which may manifest themselves in greater disadvantage and more difficult resource decisions by public bodies;
- the increased terrorist threat and the concern that disaffected and isolated individuals could become radicalised;
- issues between intergenerational groups, income groups and even University towns and cities where there is a transient student and sedentary indigenous population;
- demographic changes in rural areas with a historically high proportion of Welsh speaking communities;
- a concern that in a recession, economic migration may create a competition for employment between new arrivals and the indigenous population leading to an increase in community tensions;
- there may be conflicting priorities for public services; and
- in the longer term climate change may lead to changing patterns of migration in particular from the Middle East, South Asia and the Sahara belt which already experience conflict. This could lead to an increase in displaced people from those areas.

Some areas may need to employ a reactive focus to issues that are causing segregation and conflict, whilst some areas will be able to be more proactive in their approach.

⁴ Information on strategies and policies that contribute to cohesion are set out in Appendix E.

Wrexham County Borough Council and Caia Park Partnership Ltd: Making Links (integration toolkit)

The Making Links toolkit has been developed to support the integration of individuals from diverse communities into established voluntary and community sector activities and organisations.

This toolkit was written after consultation with migrant workers who reside in the Wrexham area. They agreed to let us use their experiences to inform others about what life has been like for them since they came to work in Wrexham. We also talked to local people about their concerns, particularly about how to involve migrant workers in local activities. We have used this information to write “Making Links”.

Caia Park Partnership’s Information and Advocacy project provided real life examples and advice regarding how they have worked with and supported migrant workers. The toolkit built on this to provide a common sense guide to working with migrant workers which we hope will be a useful guide for all community organisations.

The toolkit was reviewed by community groups, residents associations, migrant workers and representatives from the community police support service. All provided helpful comments and feedback.

Funding for this project was provided by Wrexham County Borough Council and the Commission for Racial Equality (now the Equality and Human Rights Commission). The Toolkit was put together by a steering group made up of representatives from Wrexham County Borough Council’s Economic Development Department (Community Cohesion), Caia Park Partnership and Jo Barton Consultants (specialist equalities advice).

For more information please contact: Gill Grainger (Community Cohesion Co-ordinator, Wrexham County Borough Council). Tel: 01978 292535/E mail: gillian.grainger@wrexham.gov.uk or Alison Hill (Caia Park Partnership Ltd). Tel: 01978 310984/E mail: alison.hill@caiapark.org

1.4 Development of policies to promote community cohesion

The emphasis on policies to promote community cohesion within the UK largely stem from the disturbances between different ethnic and racial groups in Bradford, Burnley and Oldham in the summer of 2001. In response the Home Office published *Community Cohesion: A report of the independent review team*.

The report popularised the term “community cohesion” and highlighted the polarisation of communities and the parallel lives being lived by groups within these areas. The report recommended a number of steps to improve cohesion within communities. It also identified ‘good practice’ and key policy issues for consideration.

In January 2005 the UK Government published the document *Improving opportunity, strengthening social strategy*. This was a cross-government strategy that set out a commitment to:

- increase racial equality;
- build and strengthen cohesive communities; and
- provide the opportunities for all individuals regardless of race or background to fulfil their potential.

The document recognised the role of the Assembly Government and accepted the need for Wales to develop its own action plan.

A community cohesion approach should be tailored to specific needs, and as such it has been important for Wales to develop its own response that is proportionate and meets the needs of Wales. This approach has been underpinned by the Welsh Assembly Government's commitment to sustainable development of which a key component is for communities to be cohesive and integrated with everyone sharing a sense of belonging and shared future vision for their community⁵.

The Welsh Assembly Government, together with partner agencies⁶, began an All Wales Community Cohesion Project in 2007 with a view to developing a strategy and action plan for Wales. Its work has since been mainstreamed into core Welsh Assembly Government business with a Community Cohesion Unit established within the Community Safety Division. A Faith Communities Forum chaired by the First Minister meets regularly. It is comprised of representatives from each of the Baha'i, Buddhist, Hindu, Jewish, Muslim, Sikh, Church in Wales, the Roman Catholic Church in Wales, the Free Church Council, Churches Together in Wales (CYTUN) and the Evangelical Alliance Wales. It aims to facilitate dialogue between the National Assembly and Welsh Assembly Government and the major faith communities on any matters affecting the economic, social and cultural life in Wales.

Local Service Boards⁷ (LSBs) ensure concerted and collective leadership across public services, in areas of critical importance for the locality. The work of the Board is based on the Community Strategy for that area. LSBs often have a key input into developing cohesion through ensuring there is effective citizen engagement across all sectors or by selecting community cohesion as one of the key priorities for their area.

⁵ Further information on Sustainable Development is in Appendix E Strategic and legislative context.

⁶ The partner agencies are the Welsh Association of Chief Police Officers, Welsh Local Government Association, UK Border Agency, Home Office Crime Team, Equality and Human Rights Commission and the Faith Communities Forum.

⁷ Further information on local service boards, Making the Connections and the Welsh Assembly Government's response to the Sir Jeremy Beecham's Review of Local Service Delivery - Delivering Beyond Boundaries is in Appendix E Strategic and legislative context.

1.5 Community Cohesion Strategy: Key Principles

The Welsh Assembly Government Community Cohesion Strategy accepts that the underlying principles set out in *Our Shared Future* should also underpin the Wales strategy. These four key principles⁸ are:

- the sense of ‘shared futures’ which we believe is at the heart of our model and our recommendations – an emphasis on articulating what binds communities together rather than what differences divide them, and prioritising a shared future over divided legacies;
- an emphasis on a new model of responsibilities and rights that we believe will be fit for purpose in the 21st Century – one that makes clear both a sense of citizenship at national and local level, and the obligations that go along with membership of a community, both for individuals or groups;
- a new emphasis on civility and mutual respect, that recognises that alongside the need to strengthen the social bonds within groups, the pace of change across the country reconfigures local communities rapidly – and that means a mutual hospitality within and between groups; and
- a commitment to equality that sits alongside the need to make social justice visible, to prioritise transparency and fairness, and build trust in the institutions that arbitrate between groups.

In addition a fifth principle is proposed:

- a commitment by public bodies and others working across organisational boundaries to putting citizens at the heart of service provision.

⁸ Our Shared Future (2007), Commission on Integration and Cohesion (Page 43).

The FAN (Friends and Neighbours) Groups

The FAN groups are a registered charity established by a group of friends when adult students of English expressed a desire to meet local people to practise English and to feel that they belonged. The first FAN Group started in Grangetown, Cardiff with a local FAN Group for women only. Now there are 10 different FAN Groups in Cardiff (9 mixed and one for women only) and Cardiff FAN Groups were approached about a possible group in Norwich.

The aim of the FAN groups is to develop and strengthen good relations between individuals of all beliefs, races and cultures thus fostering a spirit of kinship, mutual understanding and respect among the peoples of the world.

The objectives are:

- to establish FAN Groups in Cardiff to support community cohesion; and
- to establish FAN groups in other parts of Wales to support community cohesion. They welcome the interest of any Community Group wanting to attract others and they could offer help in setting up FAN Groups in different venues.

The groups run weekly, and are open to adults of all ages which includes people of all faiths and who have no faith, local people and those connected to other cultures or nations. Small groups of people meet together for no more than an hour. The group sits in a circle with a cup of tea or coffee and listens to each person in turn. Someone reads the opening and each person may speak briefly about their week and the chosen subject of the person starting the meeting. There are a few closing lines. It is a surprisingly good way to get to know others.

To date the outcomes are at least 1,000 members and attendees from 69 different countries have attended FAN groups in Cardiff at some time.

More information on the FAN groups can be found at <http://www.thefangroups.org/>

1.6 Vision and Aim

The vision of the Community Cohesion Strategy is:

To strengthen all our communities within Wales and encourage community integration for all individuals regardless of faith, race, age or background.

The aim of the Community Cohesion Strategy is to provide the strategic direction for the future development of the community cohesion agenda within Wales for all public service providers and to promote and build more cohesive communities, with shared values and equal opportunities in all areas of society.

The Strategy includes an explanation of the value of mapping local communities before going on to examine how certain policies (housing, learning and communication skills) can have a key impact on cohesion. There are other areas that impact on cohesion (for example community regeneration, health services, law enforcement and support for local businesses) but the policies selected are those that have the greatest impact. The Strategy looks at the connection between cohesion and violent extremism. An action plan is provided to enable public service providers to develop their own community cohesion strategy.

1.7 Objectives

The specific objectives of the Strategy are to:

- set out a framework for local community cohesion strategies within Wales;
- explain how community cohesion fits in with the wider strategic priorities of the Welsh Assembly Government;
- explain how community cohesion fits into existing legal requirements;
- mainstream community cohesion across the Welsh Assembly Government;
- provide guidance on available data sources and information in relation to community composition;
- provide information on how approaches to community cohesion in Wales could be developed;
- provide information on recent initiatives that have helped to promote cohesion; and
- provide a list of actions that may be useful to local authorities and others in developing and promoting a Community Cohesion Strategy for their area.

The Welsh Assembly Government acknowledges that this strategy cannot be delivered without putting communities at the heart of our vision and engaging:

- local authorities;
- police authorities;
- other public bodies;
- the third sector;
- private sector employers; and
- trade unions and associations.

2. Mapping Local Communities

Objectives

The objectives of this chapter are to:

- explain the importance of mapping community information;
- identify data sources and information that can be used for mapping local community information; and
- highlight relevant published guidance, research and websites.

2.1 Mapping Local Communities

Published guidance⁹ on community cohesion suggests that mapping local communities is an important step in promoting cohesion. This was recently reaffirmed as a recommendation in the 2007 report of the Commission on Integration and Cohesion *Our Shared Future*.

“Every local area should map their community and use that map as an important way to identify tensions and opportunities.”

It is important because community intelligence and information will allow public service providers to examine the particular tensions and challenges that are present in their locality. This has become more important in areas that are experiencing demographic change.

However establishing the make up of communities is extremely difficult and challenging given the significant changes that have occurred since the last census in 2001¹⁰ and the paucity of national statistics that accurately measure population change, specifically in relation to international migration. This lack of accuracy in the international migration element of population statistics is widely acknowledged.

Within a longer term perspective there is on-going work which will improve the accuracy of population statistics:

- the Office for National Statistics (ONS) has commenced an Improving Migration and Population Statistics Programme¹¹ (IMPS) and it is also taking forward, alongside other government departments, the 15 recommendations made in the migration interdepartmental task force report¹²;

⁹ Community cohesion an action guide: guidance for local authorities, Local Government Association (2004) <http://www.communities.gov.uk/documents/communities/pdf/cohesionactionguide.pdf>.

¹⁰ Further information on the census can be found on the ONS website <http://www.statistics.gov.uk/census/default.asp>.

¹¹ Further information on the IMPS project can be found at <http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/default.asp>.

¹² This report is published on the ONS website. <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=14731>

- the 2011 census will be utilised to provide a detailed count of migration; and
- the e-borders programme initiated by the UK Border Agency which aims to electronically collect and analyse information about everyone who intends to travel to/from the UK before they travel. This will provide a useful source of information to map the changing trends within our population.

Whilst it is important to recognise that there are currently weaknesses in the available migration data, in order to foster cohesion it is essential that local authorities and other organisations take steps to understand their communities. This will allow an appropriate action plan to be developed based on identified need. To understand their communities there is a need to know:

- the people who make up the communities;
- where they live;
- what their needs are;
- what their perceptions are about their local community;
- how these communities are changing; and
- what issues and activities may be impacting, both negatively and positively, on community cohesion.

A collection of currently available published data sources which could be utilised to establish a community profile of an area are précised and documented in Appendix A. Local areas should also use local level data sources and intelligence where there is an absence of timely and accurate published statistics in order to produce the most accurate and coherent picture possible. These are set out in Appendix B.

Croeso project

Croeso is a project funded by the Welsh Assembly Government to promote the discussion of race equality issues across Wales and actively promote the diversity and culture of Wales. The project has worked with public bodies in Wales to enable them to understand how to value diversity and mainstream it into their work. It also provides support to public bodies to gain experience in the promotion of good race relations. In 2006-2007 the project concentrated on a programme of peer led education in schools. This has delivered a number of initiatives including hosting community forums, championing anti-bullying week and the United Nations International Day for the Elimination of Racial Discrimination.

The initiatives delivered under the project have been highly successful in reaching out to a wide range of people from different communities, schools and organisations from across Wales. For example, a Paul Robeson exhibition was held to mark United Nations Day for Elimination of Racial Discrimination; this was visited by over 3,000 school children. The project also partnered with the Welsh Assembly Government as part of the European Year of Equal Opportunities for All 2007 to develop resources packs for schools on human rights and bullying. It has worked with a number of local authorities across Wales including Rhondda Cynon Taf County Borough Council and Torfaen County Borough Council, to hold events and activities for the local communities to promote race equality.

Source: Welsh Assembly Government Single Equality Scheme consultation, 2008

2.2 Tension monitoring

Preventing and combating community tensions is an essential component of promoting and supporting community cohesion. Local areas should be incorporating a multi agency approach to actively undertake tension monitoring within their communities. This multi agency approach should include the local authority; the Police; the third sector; social housing associations; councillors and community member representatives.

Multi agency tension monitoring will allow a real picture of local issues to be established, and a local and appropriate response to be co-ordinated. Appendix B sets out sources of guidance available on tension monitoring.

Local Service Board (LSB) to map community cohesion in Newport

Anecdotal evidence presented by a range of LSB partners has suggested a substantial demographic shift to Newport's population. The Newport community cohesion project will draw together different sources of information from across different partners, organisations and communities to produce an evidence base which can be used for defining future projects and activity. Expected outcomes are:

- an improved understanding amongst service providers of who makes up the wider community of Newport, their needs and their aspirations;
- clear and well-publicised two-way channels of communication between service providers and all sections of the Newport Community;
- a shared understanding of what it means for a community to be 'cohesive'; and
- strong and positive relationships developed between people from different backgrounds and circumstances in the workplace, in schools and within neighbourhoods.

For further information contact Judith Langdon, Newport City Council.

3. Housing and cohesion

Objectives

The objectives of this section are to explain:

- the importance of housing in relation to a community cohesion strategy;
- how community cohesion policy fits within a housing context; and
- how community cohesion projects can be incorporated into a housing strategy.

Housing provision can be one of the factors that lead to community tensions and result in poor community cohesion. The current economic situation is likely to have a further negative effect on community cohesion as job losses may result in greater numbers of people losing their homes and a further demand for social housing. Tensions that impact on cohesion include those between:

- people who can afford housing and those who cannot;
- existing communities and those renting, particularly when the needs of economic migrant community members are exploited; and
- the need to house people who have lived in an area for a long time and those who are new to the community.

Welsh Assembly Government policies encourage the building of more mixed communities. This policy has to be managed within the complexity of conflicting tensions it can raise.

3.1 The importance of housing in relation to a Community Cohesion Strategy

The level of cohesion within a community will impact strongly upon the quality of life of its residents. The psychological and emotional well being of an individual depends heavily upon their perception of safety, belonging and friendships. These perceptions are critical in relation to a person's home. The terms 'sense of belonging', 'strong and positive relationships' and 'focus on new and existing communities' cannot be successfully tackled without addressing the approach towards the provision, maintenance and allocation of housing.

In general terms these issues are important, but for some ethnic minority individuals and families the issues can become critical very quickly. Poorly planned housing allocation can cause a heightened risk to personal safety and community tension, which with awareness and consultation can be avoided.

In the worst case scenario, it will not only be expensive to maintain but could threaten the well being of the community. By contrast, well thought out, successful housing provision can facilitate social interaction, sustainability and a sense of pride in the community. Having tidy, well maintained neighbourhoods and safe community facilities where people can meet can have a positive impact on community cohesion.

Taff Housing Association: Time Bank Project

Time Bank is an initiative where you collect the amount of time you have volunteered, and are rewarded for this by taking up the rewards that are on offer. Taff's Time Bank project uses the concept of Time Credits and vouchers. Time Credits are a new kind of money or local currency which can be used in various organisations to purchase services. The scheme works by offering one hour of time credit for one hour of time volunteered. Each time an individual volunteers on any activity this is recorded in an activity booklet and signed off by a member of Taff staff. Time credits can be earned through assisting in delivering some of Taff Housings Tenants related activities such as:

- Writing articles for the Taff newsletter
- Attending a customer group (Tenants Association/Focus Group etc)
- Contributing to community projects
- Being on tenant board member
- Sitting on an interview panel
- Much more!

A one hour voucher would allow access to services at named venues, such as local Leisure Centres and Arts Centres. These vouchers can be donated as gifts to friends and family members. They have no expiry date and can be used as and when required.

Currently time credits can be redeemed at:

- Cardiff Blues Rugby Club (2 time credits to attend any home match)
- St David's Hall (2 time credits to attend selected performances – theatre, music, ballet etc)
- CCC Leisure (Access to leisure centres across the city - 1 time credit for a house of any activity)
- The Gate (Access to limited classes and performances – 1 time credit for one hour of activity)
- Chapter Arts Centre (2 time credits to attend any film Sunday to Thursday)
- One off events funded directly by Taff for groups (e.g.: Hostels had a photo shoot)

The outcomes of the project to date are:

- The scheme has encouraged more customers and wider groups of customers to get involved with Taff and the wider community.
- It has widened the rewards package to enable those who may not be able to access such leisure activities to access them.

Additionally partners have expressed that they would be interested in recruiting our customers to carry out voluntary work or work experience, which may help people into further education, training or employment. The scheme may also be used to assist a number of our partners who are looking to reach particular groups of the community.

Social housing providers are an important resource with well established community links and pro-active partnership working. They have a strong background in involving tenants through consultation, service delivery and capacity building within the communities that they serve. At grass roots level members of housing staff have a high degree of contact with residents whilst out and about in the communities that they serve. Moreover, the local housing office will often be the first point of contact for tenants and residents seeking support or advice. This contact, if used to its full potential, provides an opportunity to engage with community members and deal with their concerns and any emerging community tensions. Social landlords are required to record and monitor levels and types of anti-social behaviour in their communities. Moreover, they will be aware if tensions exist at a local level. This puts them in an ideal position to identify and raise issues at an early stage and to work with partners to defuse them.

Private housing provision, by contrast, is not as well regulated as social housing provision. There is recognition that the majority of new community members may find themselves in private rented accommodation. This accommodation will vary in quality, but anecdotal stories pervade of overcrowding, financial exploitation, and poor safety and sanitation.

Local authorities need to concentrate on ways of identifying these problems and working with the community, private landlords and tenants to overcome them.

3.2 Providing housing which supports community cohesion

Supporting community cohesion should form a central plank of local authorities' and housing associations' housing provision. The Assembly Government's Guidance to Local Authorities and Housing Associations outlines clear steps which should be taken to achieve this. This Guidance¹³ states "tackling social disadvantage and creating an inclusive society where everyone has the chance to fulfill his or her potential is at the heart of the Welsh Assembly Government's vision for housing" (p16).

The Guidance contains many provisions which local authorities and housing providers should follow in order to promote and maintain community cohesion. Namely that:

- the Local Housing Strategy must be framed within the context of the overarching vision for the economic, environmental and social well-being of its area and inhabitants set out in the authority's Community Strategy, and be linked closely to other relevant local strategies and plans (p18);
- Local Authorities should "understand their whole housing market" and carry out a housing market assessment which includes the housing requirements of "particular groups and the local capacity for meeting these" and that consideration should be given to the time span between assessments. Given the changing demographics associated with

¹³ **Preparing Local Housing Strategies (2007): Revised guidance to Local Authorities in Wales from the Welsh Assembly Government.**
<http://new.wales.gov.uk/desh/publications/housing/localhouseguideforlas/guide.pdf?lang=en>

economic migration some areas may consider this a priority on an on-going basis;

- community and multi agency engagement and consultation are prepared and agreed in partnership with other relevant organizations and stakeholders and that they “engage and involve all sections of the community – e.g. tenants and homeowners; adults, young people and children; vulnerable people: BME communities, disabled people, people escaping domestic violence, Welsh speakers and “be based on a proper understanding of local needs, priorities and available resources” (Pg 23); and
- Local Authorities should mainstream equality issues within the housing strategy.

The Welsh Assembly Government’s *Regulatory Code for Housing Associations Registered in Wales*¹⁴ sets out a number of key expectations on how the Welsh Assembly Government expects housing associations¹⁵ to operate, namely that:

- Housing Associations should help to safeguard the quality of life of residents and neighbours; and
- Housing Associations should actively promote:
 1. respect for diversity;
 2. equality of opportunity;
 3. the elimination of discrimination in all their activities; and
 4. good relations between people of different racial groups.

In addition to the above Guidance and Regulatory Code practitioners may wish to refer to advice provided by the Commission on Integration and Cohesion. In *Our Shared Future*, it is recommended that local authority areas experiencing particular issues should consider:

- use of powers to address overcrowding, health and safety and environmental health;
- application for selective licensing for integration and cohesion reasons;
- ensuring that existing homeowners, providers of affordable housing and the private rental sector are working together on a local strategy to tackle low-level community tensions and anti-social behaviour;
- ensuring that landlords have the information needed to understand the changes; and
- promoting good landlord accreditation schemes.

¹⁴ The Welsh Assembly Government’s *Regulatory Code for Housing Associations Registered in Wales: Guidance under Section 36 of the Housing Act 1996 (2006)*.

¹⁵ In this document the term housing associations is used to refer to social housing associations who are registered with the National Assembly for Wales.

The document *Successful Neighbourhoods: the Main Ingredients* (Duncan and Thomas (2007)) provides a comprehensive list of components for a successful neighbourhood and is reproduced at Appendix C for consultation.

Wales and West Housing Association (WWHA): Resident profiling to support the delivery of tailored services

In order to gain a better understanding the requirements of its residents, to understand their diversity and to develop services which were customer-led WWHA developed the resident profiling project. This project had two main aims:

- to gain better information about the Association's residents to ensure that it tailors services to meet their needs; and
- to provide sufficient information to monitor whether services are accessible and are delivered in a fair manner.

A comprehensive monitoring form was developed called Understanding Our Residents and distributed to all residents. The form collected a range of information, including the following; household composition, age, gender, ethnic origin, religious belief, cultural requirements, disability, disability related need, support issues and communication requirements – including alternative formats and languages.

Outcomes

- WWHA hold resident profiling information on 55% of their residents.
- As a result of the information collected services have been adapted as follows:
 - font size on all letters has increased;
 - documents have been translated into a number of different languages;
 - staff have been advised on good customer service relating to a number of different impairments through a disability awareness guide; and
 - staff have adjusted their procedures; such as allowing extra time for residents to answer the door when they have mobility impairments, visiting or telephoning residents who have difficulty with reading or writing and checking support is in place and making referrals as appropriate for those residents who stated they had mental or emotional distress.

WWHA now have a greater understanding of the needs of their residents and are making plans to tailor their service to ensure they are effectively meeting this need and delivering an excellent service. WWHA will also use the information to monitor accessibility to our services and fair delivery of services and will consider options to address any examples of under representation. During 2008 WWHA plan to undertake training with their contractors to ensure that they are delivering an effective service to all our residents and understanding what steps they need to take to amend their service to meet particular needs.

Further information is available from the [diversity pages of WWHA's website](#).

Training and awareness of housing staff

A structured commitment to the training and awareness of housing staff should be considered as part of a community cohesion approach. An effective training programme can improve:

- participants' awareness of diversity and cultural differences within their community;
- the skills of staff to deal with individual needs of community members;
- staff knowledge of equal opportunity legislation and procedures;
- community cohesion within the organisations area of influence;
- customer relations; and
- community participation in service delivery.

The Chartered Institute of Housing's publication *Community Cohesion and Housing: a good practice guide* (Perry and Blackaby 2007) provides further guidance in relation to this issue.

Charter Housing Association: Learning Links Project

This project forms a major part of Charter Housing's approach to working with older people and their communities. The project aimed to achieve two basic outcomes:

- to demonstrate the contribution older people can make to positive change in disadvantaged and declining communities; and
- to reawaken in older people their potential for the new and to develop their existing knowledge and life-skills into a practical transferable form that can benefit others in the community.

The project brought together young people and older people from a range of cultures and backgrounds. The knowledge, skills and experience within the older retired members of the community were identified and contexts found to enable these attributes to be transferred to local young people. In order to do this, partnerships were built with schools, Communities First, community groups, including BME organisations. Over 200 people have been directly involved in the project.

Outcomes include:

- increased confidence and self-esteem;
- increased community cohesion between an older white generation and a newer and more ethnically diverse population;
- increased health and well-being;
- acquisition of skills (e.g. cooking, bicycle repair, etc) and therefore increased employment opportunities;
- promotion of lifelong learning; and
- a model of working which is transferable to many groups and situation.

The project was initially funded by the European Union Social Fund EQUAL Programme and received further funding from the Welsh Assembly Government and Charter Housing. The project and spin off activities ran for more than five years. The project funding came to an end in March 2008 but the intergenerational approach has continued as part of mainstream activity. Community development staff and a steering group of older tenants are working together to ensure the sustainability of the work.

The project won the UK Housing Award and the Award for Outstanding Achievement in Social Housing in Wales at the CIH UK Housing Awards in 2004. It also received the TPAS Cymru Award for Community Involvement in 2003.

4. Learning and Community Cohesion

Objectives

The objectives of this section are to explain:

- how community cohesion can be defined from a learning perspective; and
- how the work of community cohesion and learning is being progressed within Wales.

4.1 How community cohesion can be defined from a learning perspective

Learning is considered to make a crucial contribution to the development of community cohesion. This is because learning takes place in a number of different settings. These can include pre-school learning, schools and colleges, universities, the work place and community settings. This diversity of provision offers a valuable opportunity to promote community cohesion in a number of different ways, reaching people of all ages and walks of life.

In general terms, there are a number of separate 'groups' that can be considered to make up a learning community. Some of these will be consistent to all areas of learning and some will vary according to the diversity of the people and area involved. Groups which can be said to make up a learning community include:

- children and young people;
- adults of all ages;
- parents;
- carers;
- families;
- members of churches and other faith groups;
- teaching staff;
- other staff members;
- governing bodies;
- community users;
- business users;
- employers;
- training providers; and
- trade unions.

This emphasises that learning touches all of our lives. Working community cohesion into the learning agenda can have a significant impact on our sense of belonging and how we identify and perceive our own role within the community and as people living in Wales. Curricula, and how they consider and reflect community cohesion, are immensely powerful in this respect.

Nevertheless, community cohesion in the learning context is wider than the content of learning. It is also about how the establishment for learning and its partners interact with the wider community and help to address the cohesion agenda. Learning establishments are molded by a wide range of factors such as location, historical issues, medium of learning and local employment patterns. These are all factors which can have an impact on the approach to cohesion that needs to be considered. This section will seek to set out the approach adopted towards the development of learning and community cohesion within Wales.

4.2 How the work of community cohesion and learning is being progressed within Wales

Within the Schools Sector

One Wales sets out the links between community cohesion and learning:

“As a government, our unwavering commitment is to give the children of Wales the best start in life, through providing a first-class education for all children, whatever their social origins or wherever they live.”

“We will assess the impact on educational provision of new patterns of in-migration, particularly from accession countries.”

“Schools must work in partnership with parents and the community to deliver real and lasting benefits for all children, whatever their background.”

“We will support the development of community schools, to include better integration of sporting opportunities in both schools and communities.”

The Welsh Assembly Government recognises the pivotal role that schools play not only to provide education, but to create a community spirit and active involvement of everyone within the locality. Working with ContinYou (a community learning charity) and the Association of Directors of Education in Wales (ADEW), the Assembly Government has developed a detailed toolkit¹⁶ which provides case studies and guidance to help local authorities, schools and their partners to develop and nurture the Community Focused Schools agenda throughout Wales. The toolkit links directly to the seven core aims for children and young people and provides advice on whole-school planning and the development of Community Focused Schools. The vision for schools in Wales is clearly set out:

¹⁶ ‘Community Focused Schools – Making it happen – A toolkit’ (ContinYou, 2006).

http://www.continyou.org.uk/what_we_do/work_country/wales/community_focused_schools

See also ‘A briefing on community cohesion – Challenges and opportunities for Out-of-School-Hours Learning and Community Focused Schools’ (ContinYou, 2008) for a more recent discussion of issues regarding community cohesion and schools.

http://www.continyou.org.uk/resources_and_publications/free/resource/briefing_community_cohesion

'We believe that every school should be a community focused school, and should be able to demonstrate this in practice, either individually or as part of a cluster or family.'

Betws Primary School, Bridgend: Promoting Good Relations

"The school has established a Partnership Group which includes representatives from local community groups and agencies, Communities First, school governors, teachers, parents and the wider community. The aim of this is to promote joint working, to share information so as to avoid duplication, and to address community needs. At a previous consultation with young people, Communities First had found that a lack of transport was a huge issue and presented a real barrier to gaining access to services and activities. The partnership decided to address this problem and to increase 'doorstep' opportunities for the community.

Since that time, Betws Primary School has become a whirlwind of activity. The school runs a highly successful breakfast club, as well as family learning classes, and after-schools clubs on four afternoons a week. The school also publishes a community newsletter and holds open evenings. The dentist holds surgeries in the school and the police not only hold Partnerships and Communities Together (PACT) meetings there, but also have a police room on site. A hall in the school has been converted into a community arts venue. The school is working with local agencies and Play Wales to train volunteers to run open-access play sessions in the school grounds out of school hours. The schools strength lies in the positive 'can do' attitude of the headteacher and the staff and their willingness to listen and work with their community in order to make things happen.

ContinYou Cymru (2008). A briefing on community cohesion; Challenges and opportunities for out-of school-hours learning and community focused schools case studies

Schools are integral to community capacity building, providing a base for delivering education and training, with links to further and higher education institutions and also providing a range of other services and opportunities for recreation, such as sports and evening classes, and out of hours learning. This is particularly valuable in deprived areas where alternative facilities do not exist or where residents are unlikely to take up opportunities outside their immediate areas.

Schools also have a crucial role to play in building community cohesion by creating environments characterised by tolerance and respect and by preparing pupils to be good citizens. Children and young people in school and college today are citizens in their own right and the Welsh Assembly Government expect them to be accorded their rights in accordance with the United Nations Convention on the Rights of the Child. The context is set out in a number of documents and legislation (see Appendix E - Strategic and legislative context).

By valuing diversity schools have a unique chance to instil in their pupils positive attitudes about each other and a multicultural Welsh society. Schools are also able to reach out to their local areas and encourage parents to play a full part in the life

and development of the school, including encouraging representatives of minority groups to become school governors.

The Assembly Government's commitment to a bilingual Wales, and the teaching of Welsh as part of the National Curriculum, plays an important role in ensuring that pupils have an understanding and knowledge of both languages of Wales. This helps to foster greater mutual understanding and cohesion across the language communities of Wales. For many minority ethnic pupils language acquisition is crucial both to their progress and to their social integration. Recognising this, the Welsh Assembly Government makes significant funding available, under the Minority Ethnic Achievement Grant, which is divided amongst all 22 local authorities. The grant supports specialist English or Welsh as an additional language teachers and support assistants who help pupils with their social and academic language acquisition.

There are numerous other means of ensuring that all pupils have the chance to fulfil their potential and grow up valuing cultural diversity without threatening the cultural roots and heritage of the indigenous population. The best schools build an ethos of respect for cultural, ethnic and linguistic diversity, have high expectations for all pupils regardless of their backgrounds and reflect the cultures and identities of the communities represented in the school in the curriculum.

A Peace Mala is a symbolic double rainbow bracelet. It promotes friendship, respect and peace between people of all faiths and none; all cultures and lifestyles. Its intention is to educate and remind everyone that the golden rule 'Treat others as you would wish them to treat you' is universal to all compassionate faiths, philosophies and cultures. The Swansea based charity has produced a guide for teachers across Wales for use with KS2, 3 and 4. It includes classroom activities and instructions on how to make a Peace Mala. Annual awards are given out schools and youth groups who engage with the project by using the Peace Mala to raise awareness of peace, justice and tolerance in their communities. This can be done through the medium of literature, art, music, dance, drama, ICT, media and photography.

Further information from Pam Evans, Peace Mala Office 01792 774225
www.peacemala.org.uk

The curriculum has a particularly important role to play in terms of ensuring that learners have a heightened sense of belonging to their local community and country whilst also learning to value and respect other cultures and traditions outside their immediate experience. Personal and social education (PSE) forms part of the basic curriculum for all pupils aged 7 to 16 at maintained schools. Within the PSE framework, a community cohesion approach can be incorporated by individual establishments. The Curriculum Cymraeg gives learners aged 7-14 the opportunity to develop and apply knowledge and understanding of the cultural, historical and linguistic characteristics of Wales whilst learners aged 14-19 should have opportunities for active engagement in understanding the political, social, economic and cultural aspects of Wales as part of the world.

In addition to PSE, Religious Education and Education for Sustainable Development and Global Citizenship Strategy both have an important role to play in supporting community cohesion and ensuring that pupils have an understanding of how their communities and traditions exist within a wider context.

Within the Youth Sector

The Welsh Assembly Government's policy for youth support services is set out in *Extending Entitlement* (National Assembly for Wales 2000)¹⁷ and the '*Direction and Guidance on Extending Entitlement*' (Welsh Assembly Government 2002).

The thrust of the policy, which support the aims of community cohesion, is to ensure that young people are supported as necessary according to their circumstances to ensure that they:

- participate effectively in education and training;
- take advantages of opportunities for employment; and
- participate effectively and responsibly in the life of their communities.

Within Adult and Further Education Sector

The Welsh Assembly Government recognises the potential contribution that Adult Community Learning (ACL) can play in fostering community cohesion, by equipping learners with skills that can enable them to take a more active role in their local communities. This can include paid employment, as well as participating in volunteering activities.

The Welsh Assembly Government published a draft Adult Community Learning Policy for consultation in September 2008. This sets out proposals for the strategic development of this area of provision, including the clarification of priorities for public funding of ACL. These could include, for example, provision which offers demonstrable wider benefits for individuals or communities, such as social inclusion or improved health and wellbeing.

Within Higher Education

"We will work to widen participation for all ages in further and higher education, promoting adult and community learning both in relation to employability and the wider benefits which education brings."

One Wales 2007

¹⁷ Extending Entitlement – Supporting Young People in Wales (2000)
http://new.wales.gov.uk/topics/educationandskills/policy_strategy_and_planning/extending_entitlement/eepublications/supportyoungpeople?lang=en.

Widening Access has been a key objective of Higher Education policy since *Reaching Higher*, the strategy for Higher Education in Wales published in 2002. The Reaching Wider initiative was established in 2002 to break down perceived barriers and widen access to higher education. Institutions have themselves undertaken many other local activities to engage and attract non-traditional learners into higher education.

5. Communication skills and cohesion

Objectives

The objectives of this section are to explain:

- the importance of communication skills to community cohesion;
- funding and provision of English for Speakers of Other Languages (ESOL) in Wales; and
- the importance of the Welsh language in relation to community cohesion in Wales.

Communication is given a particular focus within this strategy because poor communication can be one of the biggest barriers to achieving cohesive and integrated communities¹⁸. Recent research¹⁹ carried out by MORI found that 60% of people surveyed believed that not speaking English was in fact the biggest barrier to cohesion, while the Commission on Integration and Cohesion report (2007) places a shared language as being fundamental to both integration and cohesion. An inability to communicate in a host language can also affect an individual's ability to access their rights and public services.

5.1 English for Speakers of Other Languages (ESOL)

The Basic Skills Strategy for Wales *Words Talk Numbers Count*²⁰ aimed to improve basic literacy and numeracy in Wales. In it, the Welsh Assembly Government affirmed its commitment to supporting ESOL learners in Wales through family programmes, schools, colleges and adult education. Speakers of other languages were identified as a priority group, with the objective 'to ensure that no-one is prevented from playing a full part in society by a lack of basic English or Welsh language skills'.

The Basic Skills Agency, whose staff in Wales joined the Welsh Assembly Government in 2007 to form Basic Skills Cymru, have been working with ESOL providers in Wales to ensure they have the support needed to assist ESOL learners through:

- the delivery of early years and family programmes for parents and carers whose first language is neither English nor Welsh;
- training programmes for young people who arrive in Wales towards the end of statutory schooling (age 14-19); and
- teacher training to deliver the new ESOL curriculum for adults, based on the national literacy standards.

¹⁸ House of Commons Communities and Local Government Committee (2008), Report into Migration and Cohesion and Hudson et al (2007), Social Cohesion in Diverse communities.

¹⁹ Mori research on behalf of the Commission on Integration and Cohesion (2007).

²⁰ Words talk numbers count (2005) www.basic-skills-wales.org/bsastrategy

As part of the Basic Skills Strategy, the National Support Project (NSP) for ESOL/English as an Additional Language (EAL) aims to enhance support for learners by:

- increasing capacity through promotion, dissemination of information and innovative practice;
- improving and enhancing learning and teaching by sharing and extending good practice; and
- providing advice and support to help providers reach and maintain the Quality Mark Standards. The project works with practitioners and providers to identify and meet the challenges and provide support in developing quality learning experiences for learners. A key feature of the NSP is an active Practitioners Network for ESOL/EAL teachers, co-ordinators and managers, which provides a forum for consultation, sharing practice and development updates.

The economic and social importance of ESOL learning has been well recognised, as has the key role it can play in the successful integration of migrants. Competency in English is known to help secure stable employment, improve the quality of daily life and welfare and contribute to social inclusion, integration and active citizenship.

Policies which determine the need for ESOL in Wales are predominantly determined by the UK Government; immigration and naturalisation policies are not devolved and are the responsibility of the Home Office. However the provision of ESOL as an element of lifelong learning is the responsibility of the Welsh Assembly Government. It develops strategy to deliver language training to promote the social inclusion of vulnerable non-English speakers and ensure that migrant workers can contribute productively to the Welsh economy.

The demand for ESOL provision in Wales arises from a number of different groups:

- established BME communities where language skills for older residents born abroad remain low. In some cases, these communities continue to grow due to in migration;
- continuing temporary settlement of asylum seekers and refugees in four dispersal areas around Wales. A proportion of those given leave to stay may well remain in Wales; and
- skilled and unskilled migrants from the EU arriving since enlargement, many of whom may work and settle in Wales.

The pattern and nature of ESOL need is highly dependent on changing demographics. The most recent in-migrants – including those from A8²¹ countries and asylum seekers – are not evenly distributed and many are living in areas that have not previously had considerable numbers of in-migrants with ESOL needs. Learning providers have been responding to meet the increased demand for ESOL and the number of Welsh Assembly Government funded ESOL learners has grown

²¹ A8 refers to the eight countries from Eastern Europe that joined the EU in May 2004.

steadily in recent years. However, demand for ESOL provision has outstripped supply in some parts of Wales which has resulted in waiting lists for learners in certain localities. In addition to Assembly Government funded ESOL provision, the Assembly Government provides an Inclusion Grant which is available to voluntary organisations and is used for (amongst other things) signposting to language provision for refugees, asylum seekers and migrant workers.

The Department for Children, Education, Lifelong Learning and Skills has commissioned research to evaluate ESOL provision in terms of the capacity, strengths and weaknesses of existing provision. The research will, amongst other things, review the current patterns of provision to identify any unmet demand and examine the ways in which the increased demand for ESOL provision could be funded in future including the potential for financial contributions from employers of migrant workers.

ESOL funding arrangements will be reviewed and developed on the basis of the findings and recommendations arising from the research as well as an analysis of gaps current in provision. It is anticipated that changes to ESOL funding policy will be drafted for consultation by March 2009 and that any subsequent changes to ESOL funding would be phased in from August 2010. The review will establish revised arrangements for funding ESOL provision which are responsive to the identified needs of priority groups of learners.

Cathays High School: Cathays Celebration of Sports, Cultures and the Arts

“Over 30 nationalities and languages are represented at Cathays High School at any one time. Thirty six per cent of pupils are Muslim, forty five per cent have a home language other than English and about ten per cent of pupils are asylum seekers/refugees. To help promote understanding between different cultures within the community, the school puts on a week long event ‘Cathays Celebration of Sports, Cultures and Arts’. This includes a concert of music, song, dance and poetry organised by EMAS (Ethnic Minorities Achievement Service), with an exhibition of children’s artwork. The evening is rounded off with everyone sharing food from around the world, reflecting the rich cultural heritage of the children and parents who have provided it”.

ContinYou Cymru (2008). A briefing on community cohesion; Challenges and opportunities for out-of school-hours learning and community focused schools case studies

5.2 The Welsh language

Safeguarding and promoting people’s right to use Welsh, both to access services and to play a full part in the civic and cultural life is an important element of establishing community cohesion.

Iaith Pawb, National Action Plan for a Bilingual Wales published in 2003, contains a range of projects and initiatives to promote and safeguard the Welsh language and the needs of Welsh speakers and Welsh speaking communities. *Iaith Pawb* noted

that “population changes within Welsh-speaking communities are among the factors which undermine the position of the language in those communities” and that “in recent decades, the demographic trends in Welsh-speaking areas have been for young people to leave, to be replaced, if at all, by the in-migration of older, non-Welsh speakers. These trends have an adverse effect on the social and economic balance of the community and there are serious associated implications for the Welsh language, since the young leavers take with them the future of the language in those areas.”

Iaith Pawb contained a series of initiatives and policies designed to facilitate the return of those who have left, encourage newcomers to learn and use the Welsh language and deal with some of the issues which cause people to leave in the first place, such as:

- the Welsh Language Board’s financial support of the Mentrau Iaith (Local Language Initiatives), Language Action Plans and other community-based projects aims to support efforts to sustain the language at a community level; and
- the Board is also engaged with work to help people moving into Welsh speaking areas to learn about the linguistic nature of those communities, provide opportunities to integrate into the community and provide opportunities for local people to assist in that process. In 2007-08 a pilot project was developed by Bangor University as part of the Gwlad project to establish Welcome to Wales workshops.

6. Community cohesion and tackling extremism

Objectives

The objectives of this section are to explain:

- the relationship between community cohesion and extremism; and
- the proportionate response of the Welsh Assembly Government to the threat of terrorism

6.1 The relationship between community cohesion and extremism

The Assembly Government is committed to promoting a democracy which allows for dissent and argument, but is opposed to a message of division and hate. This has been the consistent approach of the authorities in this country for many years. It recognises that a current, serious threat facing Wales that impacts on community cohesion could arise from violent Islamist extremism. The Assembly Government has a responsibility to provide safe communities in Wales and provide a duty of care to all people in Wales, including its Muslim population.

The Assembly Government is working in partnership with the Muslim communities, local authorities, the Police and other UK Government departments to provide a proportionate response to problems posed by violent Islamist extremism. This approach includes empowering local communities to tackle extremist ideologies and working with communities to reduce barriers to cohesion and integration to support the long history of tolerance within Islam.

6.2 Partnership projects

Mosques and Imams National Advisory Board Wales (MINABW)

The Welsh Assembly Government is working in partnership with the Muslim Council for Wales in supporting the work of MINABW. MINABW will set a bench mark of minimum standards and provide good practice guidance for all the mosques, Islamic institutions and organisations in Wales. Its aims are to develop good governance structures; transparency of operation; continuous professional development of staff; minimum language requirements for Imams; and tangible engagement between Muslim communities and government.

Welsh Assembly Government PREVENT Strategy

Together with the Police and local government, the Welsh Assembly Government has developed a PREVENT strategy which aims to build capacity and resilience within Wales' Muslim communities. The approach centres around educating and empowering communities through a wide range of initiatives including those specifically aimed at supporting young people. These include working with the education system, prisons, local authorities and the police.

In conclusion, these responses are in early stages and further themes will emerge. The approach being taken is thoughtful and considered in consultation with partners and communities and should not be seen as a 'quick fix'.

'Getting on Together' schools pilot project

The Welsh Assembly Government financially supported a pilot project to:

- counter the emergence of extremist attitudes in Muslim young people;
- to facilitate a deeper understanding of the teachings of the Qur'an and traditions of the prophet Mohammad - especially in respect of violence to others; and
- tackle fundamental interfaith issues impacting on community cohesion, among them, identity and Islamophobia.

The project was held in 3 Cardiff schools as part of Personal & Social Education lessons and delivered by a fully trained team including an Imam. The project will be fully evaluated during early 2009 and findings will be considered by the Welsh Assembly Government.

7. Monitoring and Delivery

Objectives

The objectives of this section are to:

- outline the current measures of community cohesion;
- outline the Welsh Assembly Government's action plan for taking forward the community cohesion agenda in Wales; and
- outline a good practice action plan that may be useful to local authorities for promoting and improving community cohesion within their areas.

7.1 Measures of cohesion

There are currently a number of validated community cohesion indicators²² which are used by the UK Government to measure perceptions of community cohesion. These include:

- percentage of people who believe people from different backgrounds get on well together in their local area;
- percentage of people who have meaningful interactions with people from different backgrounds; and
- percentage of people who feel that they belong to their neighbourhood.

These questions are currently included in the Communities and Local Government (CLG) commissioned Citizenship Survey. The Welsh Assembly Government is currently considering the information needs of Wales through the various surveys which are commissioned, including information at a local authority level.

It is important that local authorities develop appropriate measures of community cohesion locally, and develop a baseline so that the progress and impact of projects can be monitored and measured. The following guidance which may be useful to local areas:

- Home Office guidance document 'Building a picture of community cohesion: a guide for local authorities and their partners' (2003): http://www.communities.gov.uk/documents/communities/pdf/buildinga_picture.pdf
- Improvement and Development Agency for Local Government (IDeA) website 'Measuring improving cohesiveness': <http://www.idea.gov.uk/idk/core/page.do?pagelId=5953992>

²² Communities and Local Government analysis of the citizenship survey.

7.2 Local Authority Action Plan

The following Local Authority Action Plan highlights a number of actions which may help local authorities to foster community cohesion. This action plan does not seek to be prescriptive but to highlight good practice actions that may help them to contribute to, promote and build more cohesive communities across Wales. Local areas are encouraged to respond locally and decide on an action plan that is best suited to their area following identification of need.

It is worth noting that research²³ indicates that individual factors alone have a relatively small impact on the perceptions of cohesion and therefore suggests emphasis should be placed on tackling multiple issues simultaneously.

Community Cohesion Local Authorities' Good Practice Action Plan

1. Scoping existing community cohesion work

Conduct an audit of the following information for the Local Authority area:

- Total number of community cohesion projects within area.
- Total number of Local Authority funded community cohesion projects within area by:
 - Organisation;
 - Description;
 - Funding source; and
 - Outcomes.
- Total number of Third Sector run community cohesion projects within area by:
 - Organisation;
 - Description;
 - Funding source; and
 - Outcomes.

This information could be used to:

- establish activities that currently contribute to building cohesive communities;
- identify gaps that currently exist and analyse where additional resource is needed;
- consider how resources may be better utilised; and
- rationalise activities where necessary.

²³ This research was commissioned by the Commission on Integration and Cohesion (2007) and looked into the evidence of integration and cohesion.

2. Understanding our communities

To gain a better understanding of the make up of local communities, local authorities could consider mapping the composition of their community in relation to demographic and socio-economic factors and change. Some examples of variables are:

- ethnicity;
- age;
- gender;
- faith;
- disability;
- socio- economic factors; such as education attainment, employment and deprivation;
- the level of hate crime and anti-social behaviour; and
- tension monitoring information

To gain a better understanding of perceptions of community cohesion in local areas, local authorities could consider incorporating questions into their local residents' survey so that they can measure and monitor perceptions of cohesion locally. Recommended indicators include²⁴:

- the percentage of people who believe people from different backgrounds get on well together in their local area;
- the percentage of people who have meaningful interactions with people from different backgrounds; and
- the percentage of people who feel that they belong to their neighbourhood.

Local authorities could also consider how they currently measure satisfaction levels for customer service provision.

²⁴ These indicators are currently used in England to measure against Public Service Agreement 21: Build more cohesive, empowered and active communities. They are utilized because analysis of the Communities and Local Government Citizenship Survey has shown them to be good indicators of cohesive, empowered or active communities.

3. Governance

Local authorities could consider:

- governance arrangements for community cohesion matters; and
- how the delivery of community cohesion issues within their geographical area is currently managed.

Several local authorities in Wales have placed community cohesion as a key priority of their Local Service Boards and this is very much encouraged by the Welsh Assembly Government in view of the cross-organisational nature of the issues.

4. Policy and strategic context

Local authorities may benefit from undertaking a review of how they presently ensure that all new and existing policies and strategies are compliant with the principles of community cohesion. In particular, how community cohesion principles and work are reflected in community planning processes and the Community Strategy (i.e. the authority's long term strategy for the local authority area and all its population, based on a thorough analysis of needs and priorities, and opportunities for addressing them).

5. Communication

Local authorities should have an understanding of the ESOL provision within their local area but if necessary they could scope the ESOL courses currently provided to establish an understanding specifically of:

- attendance levels;
- drop out rate;
- flexibility of provision;
- demand for courses; and
- ability levels of participants.

Local authorities in partnership with community leaders and stakeholders could consider a joint vision in relation to:

- prejudice and discrimination;
- promoting understanding and respect;
- community cohesion;
- economic migration;
- extremism;
- gypsy travellers; and
- refugee and asylum seekers.

Local authorities could develop a media strategy to dispel myths and promote community cohesion within their geographical area.

Local authorities could review the provision of myth busting leaflets which are relevant within their geographical area including the following subjects where considered relevant:

- prejudice and discrimination;
- promoting understanding and respect;
- community cohesion;
- economic migration;
- extremism;
- gypsy travellers; and
- refugee and asylum seekers.

Local authorities could review/produce welcome packs within their geographical area considering:

- currency of the documents;
- distribution venues;
- provision in suitable languages;
- provision of suitable groups;
- quality; and
- feedback.

Local authorities could produce a communication strategy to promote good citizenship and volunteering within community groups and statutory agencies (e.g. the year of the volunteer, good citizen).

Local authorities could produce a citizen's charter to be endorsed by local sports organisations and teams, private sector businesses and community groups.

Local authorities could ensure that key public buildings reflect the diversity and good citizen message of the area.

Adoption of the principles of the United Nations Convention on the Rights of the Child in relation to their approach to children and young people aged 0-18.

Implementation of the National Standards for children and young people's participation for all activity which impacts on the lives of 0-25 year olds.

6. Training

Local authorities may benefit from establishing how many personnel have received diversity awareness training within the past 12-36 months.

Local authorities could consider their current staff training provision in relation to the following areas:

- prejudice and discrimination;
- diversity;
- promoting understanding and respect;
- community cohesion;
- economic migration;
- extremism;
- gypsy travellers; and
- refugee and asylum seekers.

Local authorities could consider opportunities for joint training provision in the above areas with partner agencies, community and voluntary groups.

Local authorities could identify opportunities to provide training seminars to promote good citizenship and volunteering within community groups and statutory agencies.

7. Community based events

Local authorities could consider promoting, funding or facilitating some community based events. Some examples include:

- festivals;
- faith diaries;
- multi-national food events;
- cultural celebration events;
- carnivals (reflecting area, history, change, diversity, future);
- library events;
- diverse musical shows/acts within prominent areas;
- Citizens Advice Bureaux promotion;
- parks and cultural areas of interest;
- inclusive sporting events and competitions to include diverse participants/teams (age, gender, ethnic groups, economic migrants, etc);
- mentoring schemes for new arrivals to the area; and

- twinning of villages with significant groups from other areas.

Local authorities and partners could establish/maintain a youth forum/young people decision making forum to contribute/feedback to Local Authorities.

The Welsh Assembly Government expects every local authority to develop and implement a Local Participation Strategy with effect from September 2008 setting out how it will arrange for a wide range of children and young people aged 0-25 to have their voices heard in local decision-making. In due course this Strategy will become a statutory requirement.

Local authorities and partners could establish/maintain an interfaith council.

8. Housing

Local authority areas and social housing providers (where applicable) could consider:

Widening the opportunities for minority ethnic communities to live away from traditional settlement areas.

Carrying out a local market assessment

Ensuring that all minority ethnic issues are mainstreamed within their housing strategies.

Building more mixed communities.

Establish a forum for community and multi agency engagement and consultation.

Training and awareness provision for staff in relation to community cohesion and changes within their area.

Preparation of a communication strategy to ensure that misinformation is effectively addressed, reducing associated community tensions.

Conduct projects that support community cohesion within their area.

Housing allocation policy – Social housing providers could consider whether policies could show greater transparency, fairness and public justification.

Use of powers to address overcrowding, health and safety and environmental health.

Applications for selective licensing where necessary for reasons relating to integration and cohesion.

The development of a local strategy between existing homeowners, providers of affordable housing and the private rental sector to tackle low level community tensions and anti-social behaviour.

Ensuring that landlords have the information needed to understand the changes taking place within their area.

Promoting good landlord accreditation schemes.

Providing greater transparency about their thinking as to who will live in new developments and what the impact of the social mix is likely to be.

Ensuring that equality impact assessments are conducted in relation to integration and cohesion in the funding of affordable housing and area based regeneration.

9. Education

Local authorities could consider:

that every school should become a community focused school, and should be able to demonstrate this in practice;

the provision of school places and community facilities be planned to maximise community engagement and regard should be given to maximising opportunities for pupils in less populated areas by ensuring that smaller schools can form part of a cluster for community focussed purposes;

ensuring that schools' Race Equality Policies are supported by action plans; the effect of which are regularly monitored; and

implementation of the National Standards for children and young people's participation in all schools and other educational settings for 0-25 year olds.

7.3 Welsh Assembly Government Action Plan

The Welsh Assembly Government Community Cohesion Unit is currently developing an action plan under the following themes:

- promoting the Community Cohesion Strategy;
- mainstreaming community cohesion across the Welsh Assembly Government;
- supporting local authorities and other public bodies including the third sector in promoting and delivering the Community Cohesion Strategy within their particular area;
- good practice: development and maintenance of website and community cohesion online resource; and
- implementation plan for preventing violent extremism.

7.4 Monitoring and Evaluation

Monitoring and evaluating progress and performance enables continual improvement in services and helps attain desired community cohesion outcomes. Therefore public bodies that deliver the Strategy should monitor, evaluate and manage risk during the process of developing their own local strategy. The monitoring process should provide a means to bring together data by a range of bodies (including, for example, relevant data from the sources noted in Appendix A) into a single accessible summary. The *Ffynnon* system is a tool that provides a means of achieving this²⁵.

The Welsh Assembly Government will engage with public bodies to promote the strategy and will monitor whether or not local community cohesion strategies are being developed.

²⁵ *Ffynnon* is the Assembly Government's public sector Knowledge Management and Business Change Programme. At its centre is the *Ffynnon* system – a fully integrated performance, risk and project management software system that enables information-sharing within and across organisational boundaries. The *Ffynnon* system is available to all local authorities, fire & rescue services, and national park authorities. All their local community partners are able to make use of the system with the authority to support areas of joint delivery, including community cohesion. Wider public sector bodies in Wales are also able to acquire full use of the *Ffynnon* system. Further information is available at:
<http://new.wales.gov.uk/topics/localgovernment/ffynnon/?lang=en>.

One Wrexham

The identification of the phrase 'One Wrexham' has provided an overarching theme for cohesion work in Wrexham. It encapsulates what Wrexham wants to achieve- a shared sense of being a stakeholder in Wrexham's future. Activities under the One Wrexham banner continue to enable agencies to promote community cohesion and encourage a sense of belonging across all communities. It reaffirms the vision contained in the Wrexham Community Strategy- 'To improve the quality of life for all in Wrexham County Borough' by drawing together equality, social inclusion and community cohesion issues under one initiative.

A number of activities have already been taken forward under One Wrexham, including the One Wrexham Charter of Belonging.

One Wrexham Charter of Belonging

This is a simple certificate setting out a statement of values and commitment. Statutory agencies, voluntary and community organisations and businesses can "sign up" to the Charter. It provides an opportunity for local schools, colleges, businesses, support organisations, voluntary and community groups, resident associations, play groups, churches and faith groups to join public bodies and agencies to make a positive statement against the unfair treatment of anyone whilst acknowledging their role in making Wrexham a welcoming and safe place for everyone.

Since the launch of the Charter there have been a number of high profile events to recognise the commitment of over 100 signatory organisations and to raise the profile of cohesion work in Wales.

For more information please contact: Gill Grainger (Community Cohesion Co-ordinator, Wrexham County Borough Council). Tel: 01978 292535/
E-mail: gillian.grainger@wrexham.gov.uk

Appendix A: Published sources of data

It is hoped that the following information provided on data sources¹ will be useful to Local Authorities and other organisations in identifying what data sources are currently available for the purpose of mapping and understanding communities.

It does not seek to be prescriptive to Local Authorities but should be used as guidance.

The sources of data reviewed are categorised into the following areas:

- national statistics;
- surveys;
- administrative data sources; and
- other data sources.

National statistics²

The Office for National Statistics (ONS) provides the main source of information on population statistics. In 2001 they carried out the last census and work is currently ongoing on the development for the 2011 census³. The census provides information on all people and households in England and Wales. Whilst the census provides detailed demographic information at Local Authority and lower geographical (super output areas) level, such significant changes have occurred since 2001 it is now considerably out of date and not particularly useful in establishing an understanding of the make up of the local area for community cohesion purposes. It is recommended by the Improvement and Development Agency for Local Government that other sources need to be utilised when the census becomes out of date.

Population estimates

ONS publish mid year population estimates for England and Wales. In simple terms, population estimates are produced by taking the previous year's population estimate, and then:

- ageing people by one year;
- adding births;
- subtracting deaths; and
- including migration estimates (international and within UK).

¹ Although this section intends to summarise available published data sources, the data sources covered are not exhaustive.

² The UK Statistics Authority define national statistics as “a subset of official statistics which have been nominated by ministers for assessment by the UK Statistics Authority and certified by the UK Statistics Authority as compliant with its Code of Practice for Statistics”.

³ More information on the development of the 2011 census can be found on WAG website <http://new.wales.gov.uk/topics/statistics/theme/population/census/census-2011/?lang=en>.

At Local Authority level they are available by single year of age and gender. These figures estimate the usually resident population within an area – this means that students are counted at their term-time address. Whilst the population estimates include international migration as a component, they only take into account long term international migrants⁴ and therefore do not account for migrants who stay in the UK for less than 12 months. Population estimates are available on StatsWales: <http://www.statswales.wales.gov.uk/TableViewer/tableView.aspx?ReportId=3122>. The latest available estimates are mid year 2007. The 2008 mid year estimates will be published in August 2009.

Migration estimates for each Local Authority area in England and Wales are also produced by ONS. Historically there are well documented problems associated with the methodology of the international migration estimates⁵. However, ONS has recently implemented a number of improvements to the methodology, including using three years of information from the Labour Force Survey (LFS) to refine the way International Passenger Survey (IPS) data is distributed between Wales/English regions. This means that the proportion of international migrants allocated to Wales/English regions is the same as that of the LFS.

Detailed information and analysis on migration estimates for Wales can be accessed in the publication 'Wales's Population, 2008': <http://new.wales.gov.uk/topics/statistics/headlines/pop2008/hdw200803195/?lang=en> and the Statswales website: <http://www.statswales.wales.gov.uk>

ONS have acknowledged the need to supply the best possible migration estimates and since October 2007 they have produced experimental estimates on short term migration⁶ for the years to mid 2004 and mid 2005. However, currently these figures only look at England and Wales level, and London. For cohesion purposes there is a need for more local and up to date information.

From August 2008 quarterly national statistics on National Insurance Number Allocations to all overseas adults nationals will be available from the DWP website: <https://www.dwp.gov.uk/asd/tabtool.asp>.

Experimental figures on ethnicity estimates are also published but these are for England only. Following discussions with the Welsh Assembly Government, the ONS have agreed to publish similar estimates for Wales, however this is unlikely to be before spring 2009.

⁴ The United Nations definition of long term international migrant is used in the mid year estimates. This definition includes migrants who stay in the UK for more than 12 months.

⁵ Estimating the scale and impacts of migration at the level local, Local Government Association (2007) provides a detailed overview of these problems.

⁶ The United Nations definition of a short term international migrant is used in these estimates. Short term migrants include those who stay in the UK for more than three months but less than 12 months.

Population projections for local authorities in Wales

On 30 June the Statistical Directorate within the Welsh Assembly Government, published for the first time population projections for the 22 local authority areas in Wales. Population projections provide estimates of the size of the future population, and are based on assumptions about births, deaths and migration. The assumptions are generally based on past trends. Projections done in this way do not make allowances for the effects of local or central government policies on future population levels, distribution and change. It is important to note that the term international migrant only relates to someone who intends to stay in the country for 12 months or more. Further information can be found at: <http://new.wales.gov.uk/topics/statistics/headlines/pop2008/hdw20080630/?lang=en>

School pupil data

The Welsh Assembly Government Statistical Directorate collects and publishes general statistics on schools in Wales on an annual basis. This data is collected in the Pupil Level Annual School Census (PLASC) and provisional data are published around August each year. The PLASC contains details on both the ethnic background and the national identity of pupils aged 5 or over in maintained primary, secondary and special schools. Detailed data are published in an annual statistical volume '*Schools in Wales: General Statistics*'. The latest available data is for 2006/07 and can be found at: <http://new.wales.gov.uk/topics/statistics/publications/swgs2007/?lang=en>.

Data on academic achievement at schools is also collected and published by the Statistical Directorate on an annual basis in the Autumn of each year, with a detailed volume '*Schools in Wales: Examination Performance*' published in the Spring. However these data are also linked to the PLASC in the National Pupil Database (www.npd-wales.gov.uk) which enables more detailed analysis of academic achievement by pupil characteristics. In March the latest statistical bulletin containing academic achievement by ethnic background, gender and special educational need was published: <http://new.wales.gov.uk/topics/statistics/headlines/schools2008/hdw20080327/?lang=en>

Asylum Seeker quarterly statistics

The Home Office publish quarterly asylum seeker statistics which can be found at <http://www.homeoffice.gov.uk/rds/immigration-asylum-stats.html>. This publication give a breakdown of the number of asylum seekers displaced to each of the dispersal areas in Wales⁷ and is broken down into asylum seekers in receipt of subsistence only support and asylum seekers in supported accommodation. The background notes in the quarterly publications highlight the following data quality issues and limitations⁸:

- quarterly figures are provisional only and are likely to change due to factors such as late reporting of cases, undertaking data cleansing, and

⁷ The four dispersal areas in Wales are Cardiff, Newport, Swansea and Wrexham.

⁸ Please see <http://www.homeoffice.gov.uk/rds/immigration1.html> for detailed information on the limitations of this publication.

checking compatibility of statistics with alternative sources of data which may identify cases not included in the quarterly figures;

- there is no information on the movement from the dispersal areas if refugee status is granted;
- the data does not give a breakdown of nationality, ethnicity or locality lower than local authority area;
- family groups are treated as single applications only; and
- it excludes unaccompanied asylum seeking children supported by local authorities.

Crime data

Police recorded crime data is published on an annual basis every July in the Home Office publication Crime in England and Wales⁹. This can be found at <http://www.homeoffice.gov.uk/rds/crimeew0607.html>. A Wales fact sheet and an excel spreadsheet of key offences at Local Authority level is also published alongside the main volume.

Welsh Index of Multiple Deprivation

The Welsh Index of Deprivation (WIMD) is the official measure of deprivation in small areas. It is published every 3 years. The 8 domains included in WIMD 2008 are income, health, education, skills and training, housing, physical environment, employment, geographical access to services by bus and walking and community safety. The 2008 index was published on 9 July 2008 and can be accessed at: <http://new.wales.gov.uk/topics/statistics/theme/wimd/?lang=en>

Electoral register

The Office for National Statistics publishes electoral statistics annually which highlight the number of electors by Local Authority area. These figures include the total number of people who are registered on the electoral role that are entitled to vote, and can be found at: <http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=319&Pos=&ColRank=1&Rank=272>. There are certain exclusions from these statistics, such as individuals under 18, those not registered to vote and foreign nationals, and these will not be included on this register. The ONS report '*UK Electoral Statistics- frequently asked questions*' therefore suggests exercising care if comparing electoral register statistics and population estimates due to the exclusions which apply.

⁹ Crime in England and Wales statistics are also published on a quarterly basis but only at England and Wales level.

Housing

The Welsh Assembly Government publish a range of statistics related to housing, most of which are collected from Local Authorities and Registered Social Landlords by the Local Government Data Unit. These include statistics on the social housing stock and on homelessness, including details on the ethnicity and priority need category of homelessness applicants. Quarterly and Annual First Releases can be found at: <http://new.wales.gov.uk/topics/statistics/theme/housing/?lang=en>

The annual compendium of housing statistics and more detailed statistics (including analysis of homelessness applicants by ethnicity) can be accessed through the Data Unit's dissemination tool: <http://dissemination.dataunitwales.gov.uk/webview/index.jsp?language=en>

Other Local Authority services

The Welsh Assembly Government publish a comprehensive range of data on the performance of services provided by local authorities, from social services, education and housing to environment, transport, leisure and culture. This comprises the Local Government Performance Measurement Framework collected from Local Authorities by the Local Government Data Unit. It includes statistics on equal access to children's services, including detail on where ethnicity, religion and first language choice are recorded; and statistics on local authority human resources, including the percentage of local authority employees from minority ethnic communities. The annual data set for the Local Government Performance Measurement Framework can be accessed through the *Ffynnon* system (see Chapter 7) or the Data Unit's dissemination tool: <http://dissemination.dataunitwales.gov.uk/webview/index.jsp?language=en>

Survey data

Survey data can be used to measure people's perceptions, attitudes, behaviour and views on a number of issues; for example views about their neighbourhood and other quality of life issues. Surveys, provided the sample size is sufficient to provide reliable estimates, can often be cut by demographic variables such as ethnicity, age etc, to provide a useful picture of the views of particular groups of people. Information obtained from representative surveys can be utilised to provide useful information about a particular area.

Citizenship Survey

The citizenship survey is a biannual survey on communities and citizenship carried out across England and Wales and commissioned by Communities and Local Government. This 2007/08 survey has sections on demographics, Identity and social networks, your community, influencing political decisions and local affairs, volunteering, civil renewal, race, religion, mixing and values. This survey also currently includes a number of questions that research¹⁰ has shown to be a good measure of people's perceptions of community cohesion. These questions are

¹⁰ Communities and Local Government analysis of the citizenship survey.

currently used in England to measure against Public Service Agreement 21: Build more cohesive empowered and active communities. The main indicators are the percentage of people who believe people from different backgrounds get on well together in their local area, the percentage of people who have meaningful interactions with people from different backgrounds and the percentage of people who feel that they belong to their neighbourhood.

To measure community cohesion perceptions locally and to measure changes in these perceptions over time these validated questions could be incorporated into local resident surveys. However it is essential that the sampling methods utilised for such surveys are appropriate. Whilst more deliberative techniques such as citizen juries or panels can be a useful way of gauging views at a local level, these methods are often less appropriate for measuring change over time in a statistically robust way. In order to thoroughly understand perceptions as well as measure them it is often advisable to supplement survey data with qualitative research. For further advice and guidance please refer to the Government Social Research Magenta Book: http://www.gsr.gov.uk/downloads/magenta_book/Chap_8_Magenta.pdf

International Passenger Survey (IPS)

The IPS is a sample survey of people who enter and leave the UK at the main UK ports. This survey is the main data source used in calculating the international migration estimates. The LGA report 'Estimating the scale and impact of migration at the local level' (2007) highlights some significant flaws in this survey and questions the reliance on the IPS as the primary source of data for the migration estimates at national and local level.

British crime survey

Findings from the British Crime Survey (BCS) are published annually every July in the Home Office publication Crime in England and Wales. The BCS provides a source of information on crime and public attitudes about crime and criminal justice. The BCS measures the level of crime and includes both police reported crimes and crimes which have not been reported. Information is collected on the victims of crime, the circumstances of incidents and the behaviour of offenders, as well as covering topics specifically relevant to community cohesion, such as fear of crime and perceptions of anti social behaviour.

The 2006/07 Crime in England and Wales publication can be found at <http://www.homeoffice.gov.uk/rds/crimeew0607.html>. The Wales fact sheet gives a breakdown of BCS findings at a Wales and police force level <http://www.homeoffice.gov.uk/rds/pdfs07/wales07.pdf>.

Living in Wales Survey

The Living in Wales survey (LiW) is a continuous survey that delivers interviews with around 7,500 households per year. The survey has run from 2004 to 2008, with 2007 data made available in May 2008 and 2008 fieldwork completed in April 2008. However, the First Minister agreed that the LiW Survey should be suspended for 2009 pending a more comprehensive review of WAG National Survey requirements

to inform the decision on commissioning a successor survey. Proposals for a successor survey are currently being developed by the Office of Chief Social Research Officer (OCSRO), WAG in consultation with analysts across the Welsh Assembly Government. LiW currently provides useful information on a number of topics including:

- household composition, ethnicity, religion, employment;
- disability and long-term limiting illness;
- volunteering;
- transport;
- equality issues;
- environment;
- internet usage;
- housing history;
- tenure/area features;
- economic status;
- income;
- values and opinions; and
- questions on usage of and satisfaction of services.

Data from the Living in Wales survey can be requested from the WAG statistical directorate (stats.info.desk@wales.gsi.gov.uk). However, it is important to highlight that each survey only provides Wales level information. Local Authority level data can be established through combining 3 years worth of Living in Wales survey data. For further information on the Living in Wales survey please see: <http://new.wales.gov.uk/about/aboutresearch/social/ocsropage/living-wales/?lang=en>.

Annual population survey

The Annual Population survey (APS) is a combined survey of households in the UK, and provides useful information on demographic and socio-economic variables at Local Authority Level between censuses. The APS combines data from the quarterly Labour Force Survey (LFS) and the Welsh boost to the LFS. Findings from the APS are included in labour market local authority profiles. The latest available data is for 2006/07 and can be accessed at https://www.nomisweb.co.uk/reports/lmp/la/contents.aspx?Session_GUID={87FD819D-BA43-44DB-8F6A-189FBC09A500}

APS data is also held in the UK data archive (UKDA). There is a two stage process to obtain access to this data; this involves obtaining an Athens account and an APS special licence. For more information on this process please see <http://www.data-archive.ac.uk/orderingData/introduction.asp>.

Standardised local authority surveys

To compliment the use of the Local Government Performance Measurement framework, the Data Unit has developed sets of service specific survey questions. A guidance publication is provided for each survey to assist local authorities in using them to evaluate service user views. Local authorities are able to use these standardised surveys if they wish and may choose to share their survey data with strategic partners, where appropriate, to improve service provision. The set of Standardised Surveys can be accessed through the Data Unit's website: <http://www.dataunitwales.gov.uk/Publications.asp?cat=261>

Administrative data sources

Administrative data is information that comes from records that are not collected primarily for statistical purposes. When using administrative data sources it is important to consider the limitations of the data¹¹. However where there are gaps in evidence in national statistics, administrative data sources are often utilised to provide supporting evidence. ONS currently use administrative data (GP registrations) to estimate internal migration.

Measuring internal migration

Internal migration is the movement of individuals in and around the UK. The data used to estimate internal migration currently comes from the National Health Service Central Register (NHSCR) and the GP Patient Register System (PRDS). This data is published on the ONS website at <http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=10191> and is collated from patients informing their doctors of a change in residential address. It is published at Government Office and Wales level. Local authority information is available from the Welsh Assembly Government's Statistical Directorate webpages: <http://new.wales.gov.uk/topics/statistics/theme/population/?lang=en>

Measuring international migration

ONS has undertaken a review of the potential use of administrative data sources in migration element of population estimates. This review identified a key issue; specifically that the administrative data sources cover different populations to those covered in the mid year estimates because administrative data sources include short term migrants as well as long term migrants. Further exploration of the use of administrative data sources will be taken forward as a recommendation from the migration interdepartmental task force report.

Given the absence of a compulsory monitoring system for measuring the impact of international migration and the current weaknesses in the international migration element of the population estimates, there are a number of administrative data sources that can be utilised to establish a picture of international migration at

¹¹ For detailed information on some of these limitations please see the Office of National Statistics report 'A review of the potential use of administrative data sources in the estimation of population estimates' (2007) <http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/admin.pdf>.

Local Authority level. These are the Worker Registration Scheme (WRS), the National Insurance Number allocations, Patient Registration Data System and Higher Education Statistics Agency (HESA) data. While there are limitations to the use of these proxy data sources which are well documented, the report 'Statistics on migrant workers in Wales' published by the Statistics Directorate, Welsh Assembly Government, suggests that while neither the WRS or the National Insurance Number Allocations provide a fully comprehensive picture of migration, they do provide a timely and broadly consistent picture for Wales. The recent Local Government Association report, 'Estimating the scale and impact of migration at the local level' (2007), advocates that this data can provide important supporting information on migration and if modified could be more useful.

WRS

The Home Office Workers Registration Scheme (WRS) data is published on a quarterly basis on the Local Government Analysis and Research website <http://lgar.local.gov.uk/lgv/core/page.do?pagelid=27879>. Users need to register to access this data and have a local authority or central government email address. The WRS gives information on citizens from A8¹² countries who register when they obtain a job. This source provides information down to Local Authority level on migrant workers employment and demographic profile (nationality, age and dependants).

Some of limitations of this data source are identified by the Audit Commission in their guidance report 'Using Worker Registration Scheme data at Local Authority level: a short introduction':

- the data only gives inflow, there is no deregistration information;
- it is suggested that the quarterly data is not cumulative;
- migrant workers working less than 3 months do not have to register;
- migrant workers are only required to register until they have worked a total of 12/13 months;
- self employed workers do not register; and
- the employer's postcode is utilised to allocate the migrant worker to the Local Authority, therefore if migrant workers are traveling to work this data may not capture the Local Authority where they live.

¹² A8 countries are Estonia, Hungary, Latvia, Lithuania, Poland, Czech Republic, Slovakia and Slovenia.

National Insurance Number Allocations

National Insurance Number Allocations to Overseas Nationals entering the UK (formally known as Migrant Worker Statistics) are published yearly by the Department for Work and Pensions (DWP). The latest available data is for 2006/07 and can be found at: http://www.dwp.gov.uk/asd/asd1/niall/registration_tables2007.xls. This data includes all non UK nationals aged 16 plus who register for a national insurance number in order to work or claim benefits. Registration data is published at Local Authority level; however this data will indicate when the migrant worker registered for a job, not necessarily when they arrived in a particular area. Arrival figures are also published but this is only at England and Wales level¹³.

The ONS report 'A review of the potential use of administrative data sources in the estimation in population statistics' (2007) highlights a number of exclusions from this data; dependents of migrants who do register for a national insurance number because they are not working or claiming benefits, migrants aged under 16, individuals such as students who are not planning to work or claim benefits, and migrants returning to the UK who already have a national insurance number. As with the WRS, there is no emphasis of deregistration, the aforementioned ONS report suggests that this may result in counting short term migrants within a time period when they may have actually left the country.

Patient register data system- flag 4

This administrative data source captures international migration through allocating a flag 4 when a patient registers with a GP and their previous address was outside the UK. The LGA report 'Estimating the scale and impact of migration at the local level' identifies the limitations of this report as:

- the time lag between entering the UK and registering with a GP, with some population groups, ie young men being less likely to register;
- the flag is lost if a migrant moves to another GP within the UK; and
- no date is held for registration.

Higher Education Statistics Agency (HESA)

The HESA record and publish statistics on students studying in the UK. You can obtain a breakdown of all students by mode of study, level of study, gender and domicile at institution level. This data source can be utilised to capture information on both the internal and international migration of students within an area. The latest available information is for 2006/07 and it can be found at: http://www.hesa.ac.uk/index.php?option=com_datatables&Itemid=121&task=show_category&catdex=3.

¹³ For further information on the use of this data please see http://www.dwp.gov.uk/asd/asd1/niall/niall_background.pdf.

Other data sources

Gypsy and Traveller statistics

The Statistical Directorate produces 6 monthly Gypsy and traveller caravan count which is published on the WAG website: <http://new.wales.gov.uk/topics/statistics/headlines/housing-2007/?lang=en>.

This includes information on the number of Gypsy and Traveller caravans in Wales for authorised and unauthorised sites. It also provides information on the pitches available on Gypsy sites provided by Local Authorities. This information is submitted to the Welsh Assembly Government by Local Authorities and is based on a twice-yearly Gypsy and Traveller Caravan Count which is carried out by Local Authorities in Wales during January and June each year.

The Support for Learners Division within the Department for Children, Education, Lifelong Learning and Skills also hold details of the number of Gypsy Traveller pupils being supported by the special Grant for the Education of Travellers by Local Education Authority area.

Children of migrant workers

As part of a One Wales commitment to assess the impact on educational provision of new patterns of in-migration especially from accession countries, each September the Welsh Assembly Government collects data from local education authorities on the number of children of migrant workers newly registering in Welsh schools and their countries of origin.

Statistics on migrant workers in Wales

The Welsh Assembly Government publishes a statistical article on migrant workers in Wales with a focus on countries that joined the EU in May 2004 on an annual basis every July. This article utilises data from the Annual Population Survey, the WRS and National Insurance Number Allocations and the figures go down to Local Authority level. The latest report available is for 2007 and can be accessed on the Welsh Assembly Government website: <http://www.wales.gov.uk/statistics>.

Accession monitoring reports

This report is a joint online report by the UK Border Agency, the Department for Work and Pensions, HM Revenue and Customs and Communities and Local Government which gives information on migrants from A8 countries using both the WRS and National Insurance Number Allocations. However future publications of the accession monitoring reports will not contain data from National Insurance Number Allocations. The latest available is up to March 2008. These reports can be accessed at: http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/accession_monitoring_report/

Faith in Wales: Counting for Communities

The report Faith Wales: Counting for Communities (2008), produced by Gweini, the Council of the Christian Voluntary Sector in Wales in partnership with the Wales Council for Voluntary Action and funded by the WAG, provides information on the services provided by faith communities to the wider community. The report can be accessed at: <http://new.wales.gov.uk/dsjlg/research/faithinwales/researche.pdf?lang=en>.

Appendix B: Local level data sources and Tension monitoring guidance

Local level data sources

There are a number of local sources of information that can be utilised by local areas to help them to identify and understand the make up of their communities. The Audit Commission report “*Crossing Borders: understanding the changes*” (January 2007)¹⁴ suggests that in order to better understand what is happening in local communities, intelligence from a variety of sources should be utilised. This report suggests that data can be obtained from major employers, recruitment agencies, police records on the use of interpreters, front line staff who deal with the public, local libraries, voluntary and faith organisations, charities and existing relevant community groups.

Additionally, local areas could consider the possible use of:

- the electoral register;
- council tax records;
- data from doctors’ surgeries;
- data collected by social housing providers; for example data from equality monitoring and tenant profiling;
- police data on hate incidents and crimes;
- police and Local Authority data on Anti Social Behaviour;
- voluntary sector data; and
- surveys on community views of the area and quality of life issues.

There have been a number of case studies undertaken which examine the possible use of local level data sources, though these are mainly in the context of migration/improving population estimates:

- Welsh Assembly Government commissioned research ‘Measuring the social impact of migration at Local Authority level’ (2008):
- ONS Local Authority Case Study Report for Hammersmith and Fulham (2007)¹⁵:
- ONS Local Authority Case Study Report for Barnet (2007)¹⁶:
- ONS Local Authority Case Study Report for Derby (2007)¹⁷:

¹⁴ The full report can be viewed at <http://www.audit-commission.gov.uk/reports/NATIONAL-REPORT.asp?CategoryID=&ProdID=05CA5CAD-C551-4b66-825E-ABFA8C8E4717>.

¹⁵ <http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/H&FreportV3.0.pdf>.

¹⁶ <http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/BarnetReportFinal.pdf>.

¹⁷ http://www.statistics.gov.uk/about/data/methodology/specific/population/future/imps/updates/downloads/Derby_report_v3.0.pdf.

Accurate information within a rapidly changing economic climate needs to be timely if it is to be used to respond effectively to changing circumstances. There are a number of guidance documents for local areas to consider on the sharing of information relating to their communities to meet this challenge at a local level. Some of the relevant documents on information sharing are referenced below. The list is not exhaustive:

- Framework code of practice for sharing personal information, published by the Information Commissioners Office (2007)¹⁸:

This framework code can be used by organisations that want to produce their own codes of practice for sharing information. It says what content a code of practice should have if it is to support good practice in the sharing of personal information. Organisations using the framework code must fill it in with their own detailed content, reflecting their own business needs. Where a number of organisations are working collaboratively on an information sharing project, it is important that any codes of practice do not contradict each other or overlap confusingly. It can be used to develop a single code of practice that all the organisations involved in the information sharing work to;

- Information Sharing Vision Statement published by HM Government (2006)¹⁹: This statement highlights that the UK Government is committed to more information sharing between public sector organisations and service providers. It sets out a vision for better, more customer-focused services supported by greater information sharing which will protect and support individuals and society as a whole;
- Data Sharing Review (2008)²⁰ This review was undertaken by Richard Thomas, the Information Commissioner, and Dr Mark Walport, the Director of the Wellcome Trust. The report looks at data-sharing policy and how it should be developed to ensure proper transparency, scrutiny and accountability and includes a chapter on how to share personal information.

Tension monitoring guidance

- *'A practical guide to Tension Monitoring for Local Authorities, Police Services and Partner Agencies'* produced by the Institute for Community Cohesion and commissioned by the Metropolitan Police²¹. The guide aims to help local agencies and communities to get 'upstream' of problems and manage tensions through a measured partnership response. It is based on a strategy of establishing a multi-agency approach to improve communication, information sharing and community engagement to manage tensions;

¹⁸http://www.ico.gov.uk/upload/documents/library/data_protection/detailed_specialist_guides/pinfo-framework.pdf.

¹⁹<http://www.foi.gov.uk/sharing/information-sharing.pdf>.

²⁰<http://www.justice.gov.uk/docs/data-sharing-review-report.pdf>.

²¹ This report can be found at: <http://www.coventry.ac.uk/researchnet/icoco/toolkits/tension>.

- 'Guidance for Local Authorities on contingency planning and tension monitoring' (2008) published by Communities and Local Government²².

The guidance seeks to help those at the sharp end of delivering community cohesion to use information collated in a way that helps identify when conflict is likely, and then develop the capacity to create the basket of skills, networks and tools required to prevent it.

²² This report can be found at: <http://www.communities.gov.uk/documents/communities/pdf/787910.pdf>.

Appendix C: Successful neighbourhoods: the main ingredients (Duncan and Thomas (2007))

The main ingredients

- a physically integrated mix of housing tenures, offering a range of genuinely affordable options for people. Poor quality neighbourhoods with a high proportion of social renting and particularly private renting are less likely to be successful in the long term without significant tenure change and a more diverse mix of incomes;
- a range of adaptable house types and sizes, capable of meeting local community needs for the foreseeable future;
- a good quality, well designed housing stock with regular, on-going investment in maintenance by both private owners and social landlords;
- a good quality, safe and well maintained environment;
- effective democratic neighbourhood representation;
- active neighbourhood management, with direct involvement of the community in decision-making about local services and a commitment to joined up operating by service providers;
- community control of appropriate neighbourhood assets;
- a well developed social network, with on-going investment in strengthening and widening social capital;
- a good degree of social cohesion between different communities living alongside each other;
- a clear sense of neighbourhood identity and belonging;
- good access to essential community facilities for all age groups;
- access to good schools and employment opportunities;
- low levels of crime, drugs and anti social behaviour, with visible and effective neighbourhood policing;
- a good affordable public transport service, encouraging people to make some journeys without using their cars; and
- demonstrable, year on year improvements in the statistical indicator of deprivation – ill health, mortality, worklessness, illiteracy and school performance.

Source reproduced from Duncan, P. and Thomas, S. (2007) Successful neighbourhoods – A good practice guide. CIH

Appendix D: Links to useful research, guidance and websites for mapping community information

Research and guidance

- Institute of Community Cohesion:
 - COHDMAP Cohesion mapping of community dynamics:
<http://www.coventry.ac.uk/researchnet/external/content/1/c4/17/99/v1180540153/user/COHDMAP%20report.pdf>
 - 'One-stop shop' on cohesion:
<http://www.cohesioninstitute.org.uk>
- Audit Commission report 'Crossing Borders' (2006):
<http://www.audit-commission.gov.uk/Products/NATIONAL-REPORT/05CA5CAD-C551-4b66-825E-ABFA8C8E4717/CrossingBorders.pdf>
- Local Government Association report 'Estimating the scale and impact of migration at the local level' (2007):
<http://www.lga.gov.uk/lga/publications/publication-display.do?id=22422>
- Slough Borough Councils report 'There's no accounting for some people: An analysis of the current ONS underestimation of Sloughs population and an assessment of the financial implication' (2006):
http://www.slough.gov.uk/documents/POPULATION_SEMINAR_FINAL_REPORT.pdf
- University of Hertfordshire report 'Mapping community cohesion across Luton' (2007):
<http://www.luton.gov.uk/Media%20Library/Pdf/Environment%20&%20regeneration/Planning/Observatory/Mapping%20Community%20Cohesion%20Across%20Luton.pdf>
- Institute of Public Policy Research (IPPR) 'Floodgates or Turnstiles? Post EU enlargement migration flows (to and from) the UK':
<http://www.ippr.org.uk/publicationsandreports/publication.asp?id=603>

Useful websites

- Statistics Directorate, Welsh Assembly Government
<http://www.wales.gov.uk/statistics>
<http://www.statswales.wales.gov.uk>
<http://www.wales.gov.uk/performanceinformation>
- Local Government Data Unit <http://www.dataunitwales.gov.uk>
- Improvement and Development Agency <http://www.idea.gov.uk/idk/core/page.do?pagelId=5945409>
- Institute of Community Cohesion
<http://www.coventry.ac.uk/researchnet/icoco/toolkits/population>

- Office for National Statistics
www.statistics.gov.uk
<http://www.neighbourhood.statistics.gov.uk/dissemination/>
- Local Government Research and Analysis
<http://www.lgar.local.gov.uk/lgv/core/page.do?pageId=42487>
- Commission on Integration and Cohesion
<http://www.integrationandcohesion.org.uk/>
- Institute of Community Cohesion
<http://www.cohesioninstitute.org.uk>

Appendix E: Strategic and legislative context

The Community Cohesion Strategy has been developed within the wider framework of legislation and the Welsh Assembly Government vision, strategy and work programmes. One of its objectives is to mainstream community cohesion across the work of the Welsh Assembly Government.

Legislative context

The Race Relations (Amendment) Act 2000

The purpose of the Race Relations (Amendment) Act 2000 is to promote race equality in the way public authorities work. The general duty says that the body must have “due regard’ to the need to: eliminate unlawful racial discrimination; and promote equality of opportunity and good relations between people of different racial groups.

It places a specific legal responsibility for specified authorities to consider racial groups in the way they carry out their functions:

“Section 71 (1) of the Race Relations Amendment Act 2000 places a general statutory duty on specified authorities (see below) in carrying out its functions, have due regard to the need—

- (a) to eliminate unlawful racial discrimination; and
- (b) to promote equality of opportunity and good relations between persons of different racial groups.”

The specified authorities include:

- Local Authorities;
- Health Authorities;
- Fire Authorities;
- Education Authorities; and
- Police Authorities.

The promotion of good relations between persons of different racial groups is a crucial element of a Community Cohesion Strategy.

Local Government Act 2000

Section 4(1) of the Local Government Act 2000 requires county and county borough councils in Wales to prepare ‘community strategies’, for promoting or improving the economic, social and environmental well being of their areas and contributing to the achievement of sustainable development in the UK.

The Community strategies are intended to bring together all those who can contribute to the future of communities within a local authority area.

It is the overarching long-term strategy for the Local Authority area and all its population, and is based on a thorough analysis of needs and priorities, and opportunities for addressing them. It should set out a 10-15 year vision, informed by, and reflecting the strategic priorities set out in Children and Young People's Plans²³, Health Social Care and Well-being Strategies²⁴, Local Development Plans and other major plans and strategies

A community strategy should also inform, and be informed by the national priorities of the Welsh Assembly Government and the UK Government for non-devolved issues.

It is envisaged that the principles within the community cohesion strategy will be mainstreamed within Community Strategies with particular linking through the specific aspects of cohesion in the other major plans and strategies.

Strategies and policies

Across the Welsh Assembly Government there are already a number of strategies and works strands which actively enable and contribute to promoting cohesion in Wales. These include, but are not limited too, the following:

One Wales - A progressive agenda for the government of Wales (June 2007)

The 'One Wales' document, consistently promotes the concept of community cohesion. In particular, chapter seven entitled '*A Fair and Just Society*' outlines a vision of a fair and just Wales, in which all citizens are empowered to determine their own lives and to shape the communities in which they live. Its aims include:

- 'Promoting equality'; and
- 'Enhancing citizenship and community cohesion'.

Making the Connections (2004)

Making the Connections sets out a major agenda for change, integration and performance development across the public services in Wales. This identified that collaboration, not competition, was the way forward and, that efficient public services should be founded on strong engagement with citizens and communities, including those which are under-represented. Local leadership through effective partnerships is essential to delivering services which are designed and delivered around citizens. *Delivering Beyond Boundaries* developed these themes and identified local service boards as a way of strengthening local partnerships and, through local delivery

²³ The Children and Young Peoples Plan (Wales) Regulations 2007 place a requirement on Local Authorities to prepare and publish a Children and Young Peoples Plan.

²⁴ The Health, Social Care and Well-being Strategies (Wales) Regulations 2003 place a statutory requirement on Local Health Boards and Local Authorities to jointly formulate and implement a Health and Well- being strategy for their local area.

agreements, providing shared ownership and commitment to delivery. Local service boards include a senior official from the Welsh Assembly Government which strengthens communication, develops understanding of barriers to joint working and provides essential feedback to improve policy development.

People, places, futures- the Wales Spatial Plan (November 2004)

The Wales Spatial Plan is the key 20 year plan for the sustainable development of Wales. The fundamental principle of the Spatial Plan is that different parts of Wales experience different opportunities and challenges. Adopted by the Assembly, the 2008 Update plan reflects what is needed to be done to take forward the overall national objectives and the visions for six distinct areas of Wales. The visions will shape how each Area will develop economically, socially and environmentally. The six spatial plan areas of Wales are:

- North West Wales - Eryri a Môn;
- North East Wales - Border and Coast;
- Central Wales;
- South East Wales - Capital Network;
- Swansea Bay - Waterfront and Western Valleys; and
- Pembrokeshire - The Haven

Ministers oversee the work in each Area through a collaborative group involving key stakeholders from Local Authorities; the Voluntary, Equality and Environment Sector; the Business Sector, the Welsh Assembly Government and our Agencies.

The Single Equality Scheme (2008)

This outlines how the Welsh Assembly Government plans to promote equality of opportunity and prevent discrimination by placing the promotion of equality, diversity and human rights at the centre of our work in policy making, service provision and employment. This document brings together for the first time the six key equality strands: age, disability, gender, race, religion or belief/non-belief and sexual orientation. Community cohesion is a Social Justice and Local Government department contribution to the single equality scheme. A high level statement and outcomes have been developed, and an action plan will also be developed and published. The community cohesion actions and outcomes will complement and contribute to the implementation of this strategy and action plan.

Communities First

The Communities First initiative is the Welsh Assembly Government's flagship programme to improve the living conditions and prospects for people in the most disadvantaged communities across Wales. It seeks engage communities working together to identify and do something about their problems.

The work of Communities First relies heavily on the identification of local need and includes a wide range of initiatives around the themes²⁵ of:

- jobs and business;
- education and training;
- environment;
- health and well being;
- child poverty; and
- crime and community safety

Many of the Communities First initiatives contribute to fostering cohesion within the areas which they are established.

Refugee Inclusion Strategy (2008)

The Refugee Inclusion Strategy aims to ensure refugees are able to rebuild their lives in Wales and make a full contribution to society. The strategy highlights how the Welsh Assembly Government will work with service providers to realise the vision of refugee inclusion in Wales. One of the key areas which the objectives focus on is community cohesion. These objectives include:

- ensuring good communication exists between refugee/asylum seeking communities and their receiving communities, service providers and government;
- promoting positive relationships between asylum seeking/refugee communities and receiving communities;
- tackling widespread misunderstanding about asylum seekers and refugees; and
- promoting English and Welsh language across all people living in Wales including asylum seekers and refugees.

Substance Misuse/Domestic Abuse/Youth Offending/Anti Social Behaviour

These key Welsh Assembly Government strategies and initiatives contribute to the **Welsh Assembly Government agenda for creating safer communities.**

By tackling the prominent anti-social and criminal elements including substance misuse, domestic abuse and youth offending the Welsh Assembly Government will help to prevent and reduce anxieties and tensions occurring within our communities in Wales.

²⁵ Accessibility and inclusion should be considered under all of the themes.

The Third Dimension: A strategic action plan for the voluntary sector scheme (2008)

The Welsh Assembly Government is committed to working effectively with third sector organisations to ensure that the benefits of volunteering are adequately supported and that levels of volunteering continue to grow. This action plan emphasises that volunteering empowers citizens to contribute positively to democratic governance at both a local and national level. In order to meet the objectives to empower and enable communities set out in the above action plan, the Welsh Assembly Government has a number of voluntary sector funding programmes including:

- Volunteering in Wales Fund;
- Millennium Volunteers;
- Active Communities; and
- Gwirvol.

One of the key objectives of community cohesion is development of strong and positive relationships between people of different backgrounds. Promoting active communities and volunteering will help to achieve this objective.

Sustainable Development

WAG has a duty to make a Scheme setting out how it proposes to promote sustainable development in everything that it does. The current scheme is being revised, and proposals setting out the Welsh Assembly Government's new approach to sustainable development will shortly be available for consultation. The Scheme will reflect the importance of setting out a pathway to Wales using only our fair share of the earth's finite resources, and will demonstrate how a sustainable approach will improve the lives of our less well-off communities. Living in safe and sustainable communities is central to our vision of a sustainable Wales, and a key component of this is for all our communities to be cohesive and integrated, where everyone shares a sense of belonging and a shared future vision for their community, reflecting their economic, social and environmental wellbeing.

Race Equality Housing Action Plan 2008- 2011

The aim of the Race Equality Housing Action Plan is to promote equality of opportunity and achieve social inclusion for all people in Wales through the delivery of responsive and accountable housing and related services. A number of the actions within the plan and desired outcomes will impact positively upon cohesion.

Children and young people's involvement in decision-making on issues that affect their lives

The Welsh Assembly Government is also committed to ensuring that children and young people aged 0-25 have opportunities to participate and have their voices heard and has established a range of mechanisms for doing this at local level, including pupil and student participation, school councils, local youth forums and Funky Dragon, the children and young people's assembly for Wales.

Community Focused Schools

Community focused schools can make a real contribution to building community cohesion. The Welsh Assembly Government is committed to the development of Community Focused Schools; which sees schools acting as a community resource and fostering a much closer relationship with the communities they serve.

The Department for Children, Education, Lifelong Learning and Skills (DCELLS) currently manage the Community Focused Schools Grant which aims to assist Local Education Authorities (LEAs) and schools with the development of services, activities and services for the community²⁶.

- *Children and Young People : Rights to Action (2004)*²⁷ sets out the Assembly Government's approach to working in partnership with young people and how it implements the UN's Convention on the Rights of the Child. Children and young people have an important role to play in contributing to decisions which affect their lives; and
- the Welsh Assembly Government guidance circular 47/2006 *'Inclusion and Pupil Support'*²⁸ sets out a vision of how schools can become inclusive and supportive settings which cater for the needs of individual children and offer every child equal opportunity to reach his or her potential.

English as an Additional Language (EAL) and English for speakers of other languages (ESOL)

The Welsh Assembly Government provides significant funding through the Minority Ethnic Achievement Grant (MEAG), which is allocated across all Local Education Authorities for EAL provision in schools and through the National Planning and Funding System (NPFS) for ESOL courses for post-16 students in colleges and community learning provision. EAL and ESOL and Welsh Language provision are looked at in more detail in Chapter 5.

Strategy for Older People in Wales

An Intergenerational Practice Strategy was launched in October 2008. The aim of the Strategy is to highlight the value that both older and younger people can bring to communities and themselves by fostering productive and mutually respectful relationships. Each Local Authority in Wales has received funding from the Welsh Assembly Government to appoint a Strategy Co-ordinator for Older People. From 2003 - 2013 around £15 million in total has been made available to Local Authorities to implement the Strategy for Older People in Wales.

²⁶ More information can be found at <http://new.wales.gov.uk/docrepos/40382/4038232/4038211/40382121/c3105-community-focused-sch1.pdf?lang=en>.

²⁷ Children and Young People: Rights to Action (WAG, 2004) <http://wales.gov.uk/docrepos/40382/40382313/childrenyoungpeople/consultation/rightstoaction?lang=en>.

²⁸ Inclusion and Pupil Support – National Assembly for Wales Circular 47/2006 <http://new.wales.gov.uk/publications/circular/circulars2006/1552980/?lang=en>.

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List of Organisations Consulted

Access for Black Children with Disabilities
Action for Children Cymru
Age Concern Cymru
AFASIC Cymru
A:Gender
All Wales Chief Housing Officers' Panel
Amnesty International
Arts Council of Wales
Association of Directors of Education
Association of Directors of Social Services Cymru
Association of Police Authorities Wales
All Wales Ethnic Minority Association (AWEMA)
Henna Foundation
Barnardos Cymru
Bevan Foundation
Black Association of Women Step Out (BAWSO)
Black Voluntary Sector Network Wales
Bridgend Association of Voluntary Organisation (BAVO)
British Red Cross
Bobath Children's Therapy Centre Wales
Canllaw Online
Cardiff & Vale Coalition of Disabled People
Cardiff Gypsy and Traveller Project
Cardiff Traveller Education Service
Cardiff University (Cardiff School of Journalism, Media and Cultural Studies)
Cardiff Women's Safety Unit
Care Council for Wales
Careers Wales
Carers Wales
CBI Wales
Chief Fire Officers
Children In Wales
Children and Young People Partnerships
Children's Commissioner for Wales
Church In Wales
CYTUN – Churches together in Wales
Chwarae Teg
Citizens' Advice Bureau
Commissioner for Older People
Communications Workers Union - South Wales
Community Housing Cymru
Community Safety Partnerships
Confederation of British Industry Cymru Wales
Council for Ethnic Minority Voluntary Organisations
Countryside Council for Wales
Deaf Association Wales
Department for Communities and Local Government
Disability Access Groups

Disability Arts Cymru
Disability Wales
Displace People in Action
Equality and Human Rights Commission
ESTYN
Federation of Small Businesses
Funky Dragon
Gofal Cymru
Help the Aged
Health, Social Care and Wellbeing Partnership Boards
Higher Education Funding Council for Wales
Home Office
Institute of Community Cohesion
Job Centre Plus
Joseph Rowntree Foundation
Learning Disability Wales
Lesbian and Gay Foundation
Local authorities in Wales
Local Health Boards
Mencap Cymru
Minority Ethnic Women's Network (MEWN) Cymru
Mind Cymru
Mothers Union
Muslim Council for Wales
National Assembly for Wales Communities and Culture Committee
National Assembly for Wales Equality of Opportunity Committee
National Deaf Children's Society
National Offender Management Service Wales
National Partnership Forum for Older People in Wales
National Federation of Women's Institutes
National Institute of Adult Continuing Education Wales
NHS Trusts
North Wales Deaf Association
North Wales Race Equality Network
One Voice Wales
Oxfam
Press For Change
Probation Service
Race Equality First
Rathbone Wales
Refugee Voice Wales
Royal National Institute for the Blind
Safer Wales
Save The Children
Scope Cwmpas Cymru
Sense Cymru
Shelter Cymru
Sikh Cultural Association for South Wales
SNAP Cymru
Somali Integration Society

South East Wales Race Equality Council (SEWREC)
South Wales Criminal Justice Board
South Wales Jewish Community
Sports Council Wales
Stonewall Cymru
Supporting Others Through Volunteer Action (SOVA)
Swansea University Centre for Migration Policy Research
Tai Pawb
Trade Union Congress
UK Border and Immigration Agency
UNIFEM UK
Vale of Glamorgan Equalities Consultative Forum
Valleys Race Equality Council
Valleys To Coast Housing
Voluntary Action Cardiff
Wales TUC Cymru
Wales Assembly of Women
Wales Council for Deaf People
Wales Council for Voluntary Action
Wales Women's National Coalition
Welsh Assembly Government Equality Champions
Welsh Assembly Government Faith Forum Members
Welsh Association of Chief Police Officers
Welsh Language Board
Welsh Local Government Association
Welsh Refugee Council
Welsh Strategic Migration Partnerships
Welsh Tenants' Federation
WOMEN CONNECT FIRST
Women's Food and Farming Union
Women in Agriculture
Women's Voice/Llais Merched
Women's Workshop
Youth Justice Board Wales

