

PLYMOUTH CITY COUNCIL

Subject: Building Strong and Inclusive Communities
Committee: Cabinet
Date: 9 December 2014
Cabinet Member: Councillor Peter Smith
CMT Member: Supt. Chris Singer (Police)
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Key Decision: No
Part: I

Purpose of the report:

This report is submitted in order to outline a proposal which will contribute to Plymouth building strong and inclusive communities, tackling issues of discrimination and hatred as reflected in the Fairness Commission report.

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

Pioneering Plymouth

Designing services that are more accountable, flexible and efficient by ensuring that local communities can access services that respond to need and deliver effective outcomes. Piloting new ideas, opening new ways of working.

Growing Plymouth

Supporting the city to grow as a result of a positive national and international reputation, supporting communities to overcome difficulty and fully contribute to the life of the city.

Caring Plymouth

Giving a voice for all, promoting commitment to City life.

Confident Plymouth

Instilling pride in the City and its diverse communities, developing a vibrant and engaged city where all can be proud of the city and its achievements.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Not quantified at this stage, however areas of potential relate to:

- Consultation – events and consultation work

- Human – opportunity costs for delivery
- Training – a potential for additional training requirements

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:

- Community Safety – reduction in reported concern
- Child Poverty - lifting families from poverty, addressing the causes of inequality, increasing life chances

Equality and Diversity

Has an Equality Impact Assessment been undertaken?

An EIA has been undertaken and there are no adverse effects. There are positive impacts on social cohesion and the public sector equality duty.

Recommendations and Reasons for recommended action:

It is recommended that cabinet adopts the approach to promoting Social Cohesion in this city in order to address the issues outlined in this paper:

1. Encourages the opportunity to include major employers and professional sports clubs in the city to contribute and act within this collective responsibility and to influence these partners to pool resources to support delivery of this agenda;
2. Expects a local campaign to be initiated by the city leaders to bring about consistent messaging around community cohesion in the City;
3. That a full data/information gathering and analysis is undertaken and championed by city leaders. This will inform a better understanding of the issues affecting the city specific so that actions can be developed to deliver solutions. This must sit within the wider context of the 'Framework for Working with Citizens and Communities'.
4. Drive the mandate for the review or refresh of the formal Information Sharing Agreement to support the creation of any data gathering and analysis requirements generally, but in relation to this paper, around Social Cohesion; and
5. Seeks to endorse in the near future a refreshed set of Welcoming City actions linked to the existing 'Framework for working with Citizens and Communities' that are based on the intelligence gathered and which are agreed by City leaders.

N.B. For context these recommendations are also inserted within the main body of the report.

Reasons

As set out in the report.

Alternative options considered and rejected:

To continue with the current uncoordinated and fragmented approach to challenge discrimination across the city will mean that opportunities for promoting social cohesion will not be maximised.

This will also not meet co-operative principles or objectives fully and the city would not adequately be responding to the relevant recommendations from the Fairness Commission.

Published work / information:

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Equality Impact Assessment	X									

Sign off:

Fin	djn141 5.33	Leg	lt/20 866/ 2907 14.	Mon Off	lt/2 086 6/2 907 14.	HR		Assets		IT		Strat Proc	
Originating SMT Member Chris Singer													
Has the Cabinet Member(s) agreed the contents of the report? YES													

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I. Introduction

- I.1 Evidence of racist attitudes and wider intolerance of those from all minority communities in Plymouth has been presented in local reports¹. Whilst the Institute for Race Relations report contained information which was open to challenge, the high level picture these reports paint can be triangulated daily recording of incidents and crimes that continue to affect individuals representing all nine protected characteristics in the city. In accordance with the Equality Act 2010 these are:
- Age;
 - Disability;
 - Gender re-assignment;
 - Marriage or civil partnership (in employment only);
 - Pregnancy and maternity;
 - Race;
 - Religion or belief;
 - Sex; and
 - Sexual Orientation.
- I.2 Activity within the ‘Welcoming City’ work all contributed to a better level of awareness of some of these protected characteristics, issues, and a wide understanding that hatred and intolerance are part of a daily experience for many citizens and visitors to the City.
- I.3 Enduring intolerance will continue to have a detrimental impact upon the ambitions of the organisations and individuals in the City. Enduring intolerance directly counters the values the City advocates, leads to exclusion and weakens opportunity for those affected. Furthermore, to be regarded as a city that is intolerant harms Plymouth on a national and international stage.
- I.4 The City has a clear ambition, to become one of Europe’s most welcoming, vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone. Seeking to provide quality for everyone is an ambition with cohesion at its core. In addition, the values and objectives within the Council’s corporate plan are in the same way strongly cohesive, seeking to promote fairness and reduce inequality.
- I.5 This paper provides a proposal for work that will contribute towards making the City ‘a fairer place to live and work’ (Fairness Commission 2014:45)
- I.6 This paper has a direct link to the ‘Framework for working with Citizens and Communities’ (previously approved at Cabinet in July 2014) which provides expectations around the council’s lead agency role in creating a more sustainable model of engagement whereby citizens seek control of their own communities. The activity surrounding the proposals within this paper will directly contribute towards delivering the community of Identity and Interest strands of the Framework for Working with Citizens and Communities.

2. What is Social Cohesion?

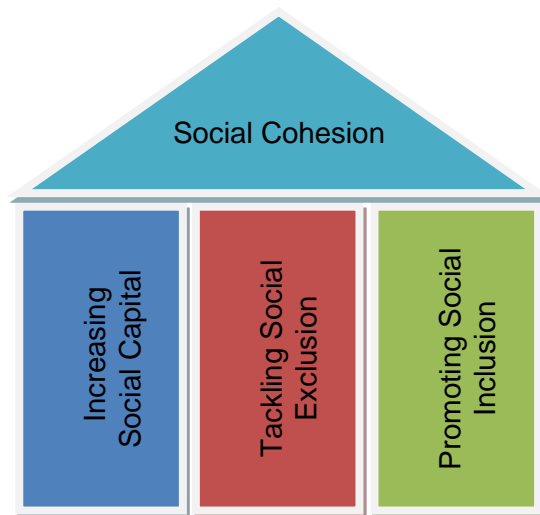
¹ Institute for Race Relations ‘The New Geographies of Racism’ (2011) and Plymouth Fairness Commission report (2014).

2.1 A socially cohesive society is one that ‘works towards the wellbeing of its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust and offers its members the opportunity of upward mobility.’ (OECD 2012:14)

2.2 Three components underpinning social cohesion can be identified as being:

- social capital;
- tackling social exclusion; and
- promoting social inclusion.

2.3 Figure 1



Definitions within this paper

2.4 **Social capital** can be defined as the benefits generated through the creation of supportive and creative relationships which enables individuals to contribute fully to economic and civic life. In a declining society contains no social capital, individuals concentrate upon existence and make no effort to contribute more widely but a society rich in social capital sees individuals contributing extensively in social and economic activities, enriching not only their own existence but also the experience of others.

To generate social capital, Forrest and Kearns (2001:31) identified eight ‘domains’ or requirements:

- Empowerment;
- Participation;
- Common purpose;
- Supportive two way relationships;
- Collective norms and values;
- Trust;
- Safety; and
- Belonging.

These eight ‘domains’ are further defined in appendix I.

2.5 **Social Exclusion** can be defined as:

‘what happens when people or places suffer from problems such as unemployment, discrimination, poor skills, low incomes, poor housing, high crime, ill health and family breakdown’ (Levitas et al:2007:18)

2.6 **Social Inclusion** can be defined as:

‘the process by which efforts are made to ensure that everyone, regardless of their experiences and circumstances, can achieve their potential in life. To achieve inclusion income and employment are necessary but not sufficient. An inclusive society is also characterised by a striving to reduce inequality, a balance between individuals’ rights and duties and increased social cohesion’ (The Centre for Economic and Social Inclusion)

3. **Proposal**

3.1 **Step 1: Define the expectations of city leadership**

- 3.1.1 There is a specific role for leaders within this City in challenging exclusion, promoting inclusion and creating social capital. Plymouth University, the University of St Mark and St John and Plymouth College of Art and City College (members of the Plymouth Higher group) have all agreed to publicly stand against discrimination such as hate crime, anti-social and prejudiced behaviour, examples of social injustice and a lack of inclusivity. ‘One Plymouth’ have raised concerns discussed the issue of social cohesion, and the Police along with the Council have recognised the scale of concern.
- 3.1.2 This wider leadership approach on behalf of the city is a welcome and significant development. Traditionally, messages in relation to hate crime would originate from the Police as the ‘lead agency’ in responding to such issues. Broadening the responsibility shows communities and individuals that the city recognises that there are issues and that there is willingness for a united response in resolving those issues to promote a better future.
- 3.1.3 It is clear that the issue of Social Cohesion and the delivery of a better future state is a typically ‘wicked problem’ – a problem where information is always incomplete, requirements change, understanding differs, data is contradictory, interdependencies complex and not fully understood.
- 3.1.4 The city is already well advanced on using the ‘systems leadership’ approach to complex issues (Please see Appendix 2 for a summary of Systems Leadership). In addition to the Health and Wellbeing Board leading work on the harm caused by alcohol, the Community Safety Partnership agreed in July 2014 to use the systems leadership approach to consider the specific problem of hate crime, and leaders throughout the city are looking at a ‘systems approach’ to improve working with citizens and communities through community engagement.
- 3.1.5 The solution for better social cohesion in the city will be dependent upon leaders working beyond their own area of responsibility to deliver improvements on behalf of the whole city in this area. All strategic, partnership, delivery groups and the leadership boards of key partners across the city must firstly be aware of the challenges, and secondly play their part in delivering the solution.

RECOMMENDATION 1: That the opportunity is taken to include major employers and professional sports clubs in the city to contribute and act within this collective responsibility.

3.2 Step 2: Define the rights and responsibilities for the citizens of Plymouth

- 3.2.1 Often reaction to issues is due to a perception of unfairness or a mistaken belief that a 'right' exists. As an example, there is a belief that immigration 'steals' jobs and homes from people who have a pre-existing right to those things as a result of their longer association with this country. Additionally, there is a belief that there is a set of 'entitlements' which if not forthcoming creates frustration and the belief that there is lack of support.
- 3.2.2 Individuals do have rights, enshrined in legislation. At the same time, there are joint responsibilities. The Commission for Integration and Cohesion proposed that 'citizens are co-owners of citizenship and jointly responsible for its future' (CIC 2007:59). The same commission also stated that within cohesive communities there is a need for there to be 'a strong sense of an individual's rights and responsibilities when living in a particular place – people know what everyone expects of them, and what they can expect in return' (ibid:10)
- 3.2.3 The absence of a clear understanding and promotion of the agreed rights and responsibilities is a significant challenge to a more cohesive future for the city.

RECOMMENDATION 2: That a local campaign is initiated by the city leaders to bring about consistent messaging around our varied and diverse cultures and history that makes Plymouth truly welcoming to all.

3.3 Step 3: Analyse information to build a greater understanding of specific issues in order to identify priorities and actions

- 3.3.1 A wider and collective approach to social cohesion needs to recognise the work undertaken by the council over a number of years to record and address hate incidents (currently on target to record 610 incidents this year, and provide 90% satisfaction rate amongst victims). However, for the full complexity of the issues affecting the city to be understood, there is a need to build upon statistical data (e.g. crime reports, health reports, educational attainment), the information captured from the Fairness Commission and the Welcoming City work to understand in greater depth areas of priority.
- 3.3.2 Whilst some research has been conducted to identify best practice from across the Country, further work is required in order to capitalise upon the learning from elsewhere.

RECOMMENDATION 3: That a full data/information gathering and analysis is undertaken and championed by city leaders. This will inform a better understanding of the issues affecting the city specific so that actions can be developed to deliver solutions. This must sit within the wider context of the 'Framework for Working with Citizens and Communities'.

RECOMMENDATION 4: That the City leaders refresh or review the formal Information sharing agreement to support the creation of any data gathering and analysis requirements.

3.4 Step 4: Review the Welcoming City work

- 3.4.1 The Welcoming City initiative was launched in November 2012 and involved members of diverse communities in 'meet and greet' sessions, encouraging networking and discussion about key issues. Volunteers from diverse communities formed a steering group, facilitated by

the council and supported by the police, to oversee implementation of an action plan. Work delivered included: new 'Report It' posters to encourage reporting of discrimination to our case work service; training for housing staff in PCC and PCH in dealing with hate and mate incidents; a Welcoming City conference in March 2014; and support to 17 community cohesion events across the city.

- 3.4.2 On 12th August 2014, responding to the Fairness Commission's recommendation 42 - That organisations from all sectors in the city generate leadership on tackling discrimination in all its forms, against specific actions - Cabinet agreed that: "Plymouth City Council strongly endorses this recommendation and believes that all discrimination is wrong.
- 3.4.3 The portfolio Holder (deputy Leader) has endorsed proposals to develop our Welcoming City work to deliver this response to the Fairness Commissions' recommendation. This includes a leaders' statement, a joint organisational action plan and a strategy to engagement across diverse communities to co-produce our ongoing approach. Appendix 3 provides more details. The progression of work outlined in this paper can incorporate the commitment made by the Council to call together city leaders to agree a fresh set of actions, and it is proposed that the Welcoming City work is broadened to incorporate the work outlined in this paper.
- 3.4.4 Whilst a Welcoming City action plan with diverse communities across the city and a Community Covenant has been developed, we recognise that to be fully effective this requires firm city wide leadership and championing from all sectors.
- 3.4.5 A particularly important part of the success of any action plan which fundamentally seeks to change the behaviour a community is engaging our diverse communities in co-designing the approach. Whilst leadership is important, everyone needs to do their bit so we can build confidence amongst communities that they are being listened to. The Welcoming City work, refreshed, offers a model to take this forward and allows us to debate issues of identity, aspiration and opportunity within communities.

RECOMMENDATION 5: City leaders to be called together to mutually agree a refreshed set of Welcoming City actions based on the intelligence gathered (as outline in Step 3) to give a clear message that there is no place for discrimination in any part of Plymouth.

3.5 Step 5: Create a Social Cohesion Framework

- 3.5.1 Using the information gathered in steps one to four, a Social Cohesion Framework can be developed that within the three pillars that make up a socially cohesive society (as set out in Section 2) clearly sets out the:
- aspirations the city holds;
 - outcomes it intends to create; and
 - activities required to deliver the changes that are needed.

Progress around a framework of this nature is likely to be measured in years, not months.

- 3.5.2 Certainly, none of the work to create or develop a framework, can be accomplished by one agency alone. Success needs attitudes, beliefs and behaviours to change across the cities leadership.

Recognising the scale of the challenge, and the fact that solutions will not be generated by any agency or individual in isolation, the following principles will need to apply to this work as it moves forward:

Collaborative: We will work collaboratively with partners, key stakeholders and citizens and communities to realise a shared vision.

Inclusive: Whilst we may prioritise specific areas for attention, delivery of the vision will be for all of the nine protected characteristics and will acknowledge that these citizens may be part of a community geography, interest or identity and consider this in our approaches.

Fair: Focusing upon harm caused by intolerance, discrimination and hatred we will reduce inequalities and foster improved opportunity across the city.

Innovative and responsive: We will identify best practice, but not be afraid to try new solutions. We will respond to changing information to ensure we continue to meet the needs of those whose lives we are seeking to improve.

Honest and accountable: Acknowledging issues, and delivering to be held to account by partners and the city as a whole.

4. Resources

- 4.1 It is impossible to define the scale of requirement at this stage. In the initial stages, if the steps proposed in this paper are accepted, the Police will provide leadership of activity, but would request resource to support the writing of the framework and administrative support to facilitate meetings.
- 4.2 For those taking a lead on this issue, there is a requirement to understand systems leadership and the practical application of that thinking to wicked problems.
- 4.3 An approach to progress work in this area could be for agencies and organisations to pool resources, demonstrating a commitment that would in itself be recognised as a significant contribution towards the common endeavour of tackling this issue. A pooled resource, becoming one of the enablers for this piece of work, could be administered by the lead agency.
- 4.4 Creating sustainable social capital and building social value is identified within the Framework for Working with Citizens and Communities as core to aiding the social movement required to create cohesive communities. It is vital that the two frameworks align in order to maximise the benefits and resources.

References:

CESI (undated) as quoted in Newcastle City Council (2008) *Building strong and inclusive communities* accessed online at <https://www.newcastle.gov.uk/wwwfileroot/.../SocialInclusionStrategy.pdf>

Commission for Integration and Cohesion (2007): *Our Shared Future*, accessed online resources.cohesioninstitute.org.uk/publications/documents/default.aspx?recordid=18 at 2011hrs 170514

Fairness Commission (2014): *Creating the Conditions for Fairness, Plymouth Fairness Commission final report*, Plymouth Fairness Commission

Forrest, R. and Kearns, A (2001): *Social cohesion, social capital and the neighbourhood*, *Urban Studies* **38**(12)

Institute for Race Relations (2011): *The New Geographies of Racism (Plymouth)*, Institute of Race Relations

Levitas, R; Pantazis, C; Fahmy,; Gordon, D; Lloyd, E and Patsios, D (2007) *The Multi-dimensional analysis of social exclusion* University of Bristol

OECD (2012): *Perspectives on Global Development (2012): Social Cohesion in a Shifting World*, accessed online at http://dx.doi.org/10.1787/perp_glo_dev-2012-en at 2020hrs 200614

Domain	Description	Local Policies
Empowerment	That people feel they have a voice which is listened to; are involved in processes that affect them; can themselves take action to initiate changes	Providing support to community groups; giving local people 'voice'; helping to provide solutions to problems; giving local people a role in policy processes
Participation	That people take part in social and community activities; local events occur and are well attended	Establishing and/or supporting local activities and local organisations; publicising local events
Associational activity and common purpose	That people co-operate with one another through the formation of formal and informal groups to further their interests	Developing and supporting networks between organisations in the area
Supporting networks and reciprocity	That individuals and organisations co-operate to support one another for either mutual or one-sided gain; an expectation that help would be given to or received from others when needed	Creating, developing and/or supporting an ethos of co-operation between individuals and organisations which develop ideas of community support; good neighbour award schemes
Collective norms and values	That people share common values and norms of behaviour	Developing and promulgating an ethos which residents recognise and accept; securing harmonious social relations; promoting community interests
Trust	That people feel they can trust their co-residents and local organisations responsible for governing or serving their area	Encouraging trust in residents in their relationships with each other; delivering on policy promises; bringing conflicting groups together
Safety	That people feel safe in their neighbourhood and are not restricted in their use of public space by fear	Encouraging a sense of safety in residents; involvement in local crime prevention; providing visible evidence of security measures
Belonging	That people feel connected to their co-residents, their home area, have a sense of belonging to the place and its people	Creating, developing and/or supporting a sense of belonging in residents; boosting the identity of a place via design, street furnishings, naming

Appendix 2 Welcoming City – Responding to the Fairness Commission

1. Introduction

- 1.1 This paper makes proposals for development of our Welcoming City initiative to support delivery of the Fairness Commission’s recommendation on tackling discrimination.

2. Background

- 2.1 Our Welcoming City initiative was launched in November 2012 and has involved members of diverse communities in ‘meet and greet’ sessions, encouraging networking and discussion about key issues. Volunteers from diverse communities formed a steering group, facilitated by the council and supported by the police, to oversee implementation of an action plan. Work delivered included: new ‘Report It’ posters to encourage reporting of discrimination to our case work service; training for housing staff in PCC and PCH in dealing with hate and mate incidents; a Welcoming City conference in March 2014; and support to 17 community cohesion events across the city.
- 2.2 On 12th August 2014, responding to the Fairness Commission’s recommendation (number 42 about tackling discrimination), Cabinet agreed that: “Plymouth City Council strongly endorses this recommendation and believes that all discrimination is wrong. While the Council has developed a Welcoming City action plan with diverse communities across the city, as well as the Community Covenant, we recognise that to be fully effective this requires firm leadership and championing from all sectors, including the commercial sector, and fundamentally with learning institutions. The Council will call together city leaders to mutually agree a refreshed set of actions to give a clear message that there is no place for discrimination in any part of Plymouth and will seek support for visible campaigns and positive messages about our varied and diverse cultures and history that makes Plymouth truly welcoming to all”.
- 2.3 Welcoming City can be used as a vehicle to help deliver this Fairness Commission recommendation which reflects our Cooperative Council values and Corporate Plan which stress the importance of making Plymouth a fairer place to live.

3. City Leaders

- 3.1 It is suggested that the Deputy Leader calls together city leaders to agree a Welcoming City statement on behalf of their organisations, that fulfils the Fairness Commission’s recommendation and commitments them to actions in pursuit of it. These leaders could then come together annually to reaffirm the commitment and review progress with the actions.
- 3.2 The statement could be the one adopted by Plymouth Higher Group (as reported in The Herald on 6th August) and simply endorsed by a wider group of city leaders.

4. Communities

- 4.1 It is important that, in line with cooperative values, leadership on this issue is connected with diverse communities and builds on the Welcoming City work - over 70 delegates from diverse communities attended meet and greets during 2013/14. To do this, it is suggested that the Welcoming City community-led steering group is revitalised. The current group would benefit from wider membership that better reaches across all the protected characteristics, and gets closer to the grass roots of diverse communities.

- 4.2 Effective facilitation from the council with support from partners, would encourage commitment from members to deliver an action plan that gives tangible effect to leaders' commitments in ways developed by communities themselves.
- 4.3 This would also support the Fairness Commission's recommendation (number seven): "that agencies fully explore different ways of engaging with communities of geography to include communities of interest and identity in a way that works for the individual members of those communities."

5. Action Plan

The action plan would need to be jointly developed between the organisations making the statement and the community steering group, and the leaders would need to commit to resourcing and delivery. However, as a starting point, the following could be considered for inclusion:-

- exploring how Plymouth can support small diverse community-led events;
- holding an annual networking event for diverse communities (review and refresh of action plan could be linked to this);
- visible campaigns (perhaps one themed one per year) promoting our welcoming city and challenging discrimination eg 'Report It';
- ensuring city events maximise opportunities to promote cohesion;
- tackling hate and hate incidents;
- diversity awareness work within schools; and
- programme of positive publicity around Welcoming City theme (linked to delivery of the actions).

6. Conclusion

- 6.1 The Fairness Commission's recommendations provide an unrivalled opportunity to move anti-discrimination work forward in a way that builds on previous Welcoming City initiatives and expands horizons across Plymouth. The proposals in this paper seek to do this in a way that engages diverse communities and key leaders to deliver actions underpinning a joint statement.
- 6.2 It is recommended that this paper is shared with partners and communities with the view to moving forward along the lines suggested.

Pete Aley & Bronwyn Prosser