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Report of: Jayne Ludlam, Executive Director of People
Report to: Cllr. Jim Steinke, Cabinet Member for Neighbourhoods and Community Safety
Date of Decision: 4 October 2018
Subject: Sheffield City Council's New Community Cohesion Charter 2018-2020

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>Neighbourhoods and Community Safety</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Safer and Stronger Communities</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? 1108		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- <i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

Purpose of Report:

To explain the Council's new Charter on cohesion: what it is, why we need it and what it will do. It includes shorter term integration focused actions and longer term cohesion focused actions.

Partners in the city have worked with the Council throughout 2015, 2016 and 2017 to co-produce a new Community Cohesion strategy for the city. The strategy is known as Sheffield Together: The Sheffield Cohesion Framework. Sheffield City Council (SCC) is now being asked what specific actions it can contribute to the Framework which retains and builds community or social cohesion in the city. This document is a statement of our actions.

This charter document outlines the first set of actions the Council will carry out as an organisation to deliver more cohesion building activities. Additional actions will be created with partners over the next 3 years to form a set of linked cohesion action plans for Sheffield.

Recommendations:

1. To adopt the Charter as the Council's future approach to community cohesion work.
2. To agree to the listed actions in the Charter as the first set of actions for the new Sheffield City Council Community Cohesion and Integration action plan.
3. To note the approval of the Cohesion, Migration and Integration Strategic Group (CMISG), chaired by the Chief Executive, as the appropriate partnership group and accountable body for the new Charter and actions.

Background Papers:

Appendix A: Sheffield City Council's New Community Cohesion Charter

Appendix B: Sheffield Together: The Sheffield Cohesion Framework

Appendix C: People (formerly CYPF) Community Cohesion Strategy 2015

Appendix D: EIA

Links:

<http://www.migrationyorkshire.org.uk/?page=localmigrationprofiles>

<https://www.gov.uk/government/publications/the-casey-review-a-review-into-opportunity-and-integration>

<https://www.sheffield.gov.uk/your-city-Council/sheffield-profile.html>

<http://lordashcroftpolls.com/2016/06/how-the-united-kingdom-voted-and-why/>

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Liz Gough
		Legal: Louise Bate
		Equalities: Liz Tooke
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	Jayne Ludlam, Director of People
3	Cabinet Member consulted:	Councillor Jim Steinke, Councillor Jayne Dunn
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Dawn Shaw	Job Title: Director of Community Services and Libraries
	Date: 14 th September 2018	

The New Sheffield City Council Community Cohesion Charter

1. PROPOSAL

1.1 What is Community Cohesion?

Cohesion means people getting on well together; living and working with respect and consideration for each other. Community cohesion requires building and maintaining good relationships with neighbours and colleagues across the city in neighbourhoods, working in, working with and supporting communities. Cohesion can be measured by how well people get on or don't with each other, and improving it involves working with individuals and groups to find common ground and tolerance in a constantly changing city.

But, cohesion does not happen overnight. In a fast moving, changing environment, we have to support all our communities with the tools and foundations from which to get on well for the longer term. This means helping all people – existing and new residents – to integrate quickly by ensuring people know and understand how to get on in the city. But, we also have to support and celebrate the fact that Sheffield is a growing, vibrant and diverse place.

1.2 Why now?

The timing is particularly important due to:

1. International and national political changes (including the EU referendum)
2. Recent reports on Integration (such as the Casey Review and the upcoming Green Paper)
3. Additional pressure on public services
4. Feelings of exclusion

The Council has various roles in the city: its city and regional leadership role; service provider; and major employer. What we need to establish is how the Council can promote cohesion through each of these roles, and how the Council can make cohesion relevant to the person on the street.

In 2015, partners in the city came together to discuss the need for a new Cohesion Strategy for Sheffield and agreed that a co-production method would be the most effective way of combining the resources and expertise available within the city. SCC has worked with a range of partners led by the Cohesion Advisory Group (CAG), an independent member organisation specialising in cohesion that represents a wide range of interests across the voluntary community and faith sector, to develop the new Framework.

The Council wants to commit to the Sheffield Cohesion Framework by creating a new Council-wide Charter for Cohesion. The Actions in this charter ensure all day to day and specialist services can contribute towards building cohesion in the city now and in the future.

1.3 **Sheffield is and wants to continue to be an inclusive city – socially, geographically, economically and culturally.**

The city is moving forward at pace, with an £11.3bn economy, increasing numbers of jobs and an attractor of major global investment. This will have significant and long term positive benefits for the city but we have to make sure that people and communities across the whole of Sheffield are part of, benefit from and can achieve the things they want to achieve.

But, we have challenges which ensure that the city's success is not experienced by all. As with many cities, a significant number of people in Sheffield live in poverty and experience inequalities which mean that life is much harder for some of our communities than others. Poverty and exclusion from good education and skills, good jobs, and the economic and cultural opportunities that Sheffield has to offer can leave people feeling isolated and excluded from the life of the city and we need to continue to tackle the challenges which prevent people from achieving their potential.

1.4 **What do we want to achieve?**

Sheffield must carry on doing what it does best: growing and changing, innovating and making. But change can be unsettling, particularly where it has a direct impact on people's lives, communities and where people feel distant from the change that is happening. We want Sheffield to be an inclusive city where existing, new and future residents are part of the life of the city.

We also want to get better at listening to those who feel ignored or left out.

1.5 **A changing city: a growing Sheffield**

We live in a changing city and our approaches to integration and cohesion need to keep pace with the changing needs of the city. In the last year, key public and voluntary, community and faith organisations have worked together on a new shared approach for the city. The '*Sheffield Together*' Framework sets out **eight key commitments** which Sheffield's organisations will be responsible for as individual organisations and collectively¹.

A CHANGING CITY: KEY TRENDS THAT ARE SHAPING THE PRESENT AND FUTURE OF SHEFFIELD

- **The city will continue to grow** - based on current trends, the latest estimates indicate that Sheffield's population could reach 650,000 by 2039².

¹ *Sheffield Together: the Sheffield Cohesion Strategic Framework for Action* (2016),

http://www.vas.org.uk/UserFiles/File/Sheffield_Together_the_Cohesion_Strategic_Framework_1.pdf

² ONS (2016) *Subnational Population Projections for Local Authorities in England: Table 2*,

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

- **Change is happening across the city's neighbourhoods** – the largest population increases are in the City, Walkley, Fulwood, Burngreave and Darnall wards, with growth largely attributable to students and residents with young families moving into these areas.
- **Sheffield's economy is growing and now worth over £11.3bn** – the city's economy has continued to grow despite the recession, with over 259,500 people working in Sheffield.
- **Sheffield is a diverse city** – 19% of the population are from a Black Minority Ethnic (BME) background.
- **Pay and productivity is a challenge** – pay levels in Sheffield and across Sheffield City Region are comparatively low and so too is productivity (*ie. GVA per year or the output and value of the work done*). These challenges along with poverty (see below) are critical issues and impact on the extent to which people in Sheffield feel part of and feel that they share in the city's economic growth³.
- **Poverty and inequality remain a challenge for the city** – with around 24.7% of children living in poverty (UK average is 20%). However, it is vital to recognise that this varies considerably across the city, with 42.9% of children in Firth Park living in poverty compared to 3.3% in Ecclesall⁴. In addition, there are a number of persistent, long-term inequalities in Sheffield which need to be tackled including hate crime, educational attainment of some pupil groups, economic exclusion, and domestic and sexual abuse⁵.
- **The city is actively ageing** – a third of Sheffield's population is over 50 which is a slightly higher proportion than England's other Core Cities. The number of people aged over 85 in Sheffield has increased by 18% over the last 10 years.
- **Migration is vital for big cities like Sheffield as people move to work, study and live** – Sheffield welcomes many new people to the city every year, with people moving from elsewhere in the UK, within the EU and beyond to work. The city is also a major draw for international students coming to study at our leading institutions, with over 11,900 international students studying in Sheffield in 2014-15 (86% of which were from outside of the EU)⁶.

1.6 A plan for a more inclusive city

Becoming more cohesive, inclusive and fair in a constantly changing city is a challenge but to reach that ambition, we have to stand up for the values and norms which make Sheffield the place it is. We have used our values to be bolder and taken pragmatic and impactful steps which stop problematic issues, perceptions and behaviours becoming ingrained in communities and cultures. Being clearer about *what Sheffield accepts*

³ See Centre for Cities (2017) *Cities Outlook 2017 – GVA per worker*, <http://www.centreforcities.org/wp-content/uploads/2017/01/Cities-Outlook-2017-Web.pdf>

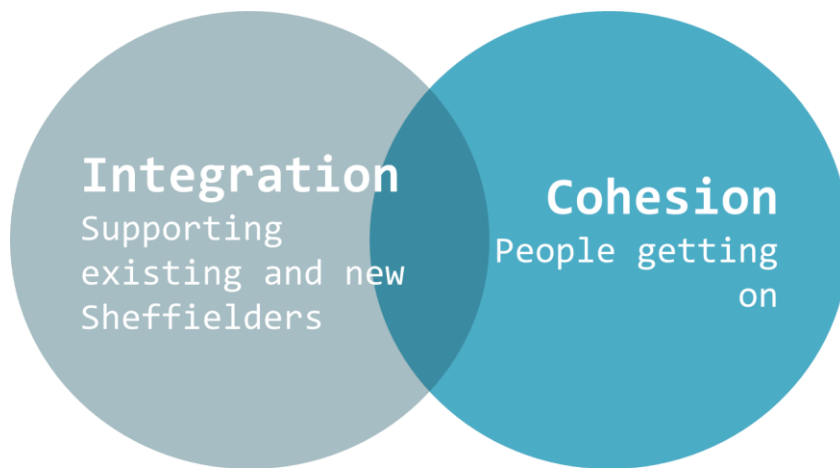
⁴ Sheffield City Partnership (2017) *State of Sheffield 2017*, <https://www.sheffieldfirst.com/dms/sf/management/corporate-communications/documents/SFP/Key-Documents/State-of-Sheffield-2015-Conference/State-of-Sheffield-2017/State%20of%20Sheffield%202017.pdf>

⁵ Sheffield City Council (2017) *Annual Equality Report 2015*, <http://democracy.sheffield.gov.uk/documents/s25336/Annual%20Equality%20Report.pdf>

⁶ Migration Yorkshire (2016) *Sheffield Local Migration Profile, December 2016* <http://www.migrationyorkshire.org.uk/userfiles/attachments/pages/664/sheffieldImpsummary-dec2016.pdf>

and does not accept, challenging the things we do not accept, and resolving some of the day-to-day problems that ultimately drive inequality and cause people to feel frustrated, not listened to or excluded will give us a much better chance of creating a fairer city where people get on and grow together.

Building on the '[Sheffield Cohesion Strategic Framework for Action](#)', our action plan recognises that integration and cohesion are fundamentally linked; we need to support existing and new residents of Sheffield to be more integrated and get on if communities and the city as a whole is to be a successful, growing and inclusive place to live.



1.7 **Integration: supporting the people of Sheffield**

Integration is about people being able to mix, be part of and play a full, positive role in the local community and the life of the city. As the city continues to change, we will need to continue to challenge ourselves to support and enable people to get on with their life and with others in Sheffield.

We will challenge behaviours and prejudice which stop people getting on because of their gender, religion, disability, age, ethnicity or sexuality. Sheffield will not tolerate disrespectful, divisive or prejudicial behaviour. We will continue to take action and challenge intolerance of different lifestyles and anti-social behaviour

1.8 **The Sheffield Charter for Community Cohesion**

Getting on: Supporting the people of Sheffield in their communities

What are we going to do:

1. **Bring additional funding into Sheffield:** such as the new £835,000 of government funding to mitigate the pressures on communities and public services from rapid recent migration

starting in Feb 18. This includes:

- **Street Wardens** on the streets afternoons, evenings and weekends
 - **Community workers** in the community listening to residents' concerns and working with them to improve their community.
 - Better coordination of frontline services and partners at the community level
 - A more organised and formal welcome for the newest arrivals
2. **Listen to people more:** attend more local meetings, new or existing where the public can meet with officers and councillors and workers from other organisations and understand better people's fears, frustrations and concerns for their area.
 3. **Increase feedback and improve communication** with local communities on the work we and others are doing in an area, and improve feedback on what we have done on the issues people have raised with us.
 4. **Support community groups and residents:** Continue to support existing and new community groups and new community reps so they represent a wide range of voices from the community through our community development work and locality working.
 5. **New arrivals work;** undertake a review of our approach to Roma new arrivals in Sheffield to learn from our actions so far.
 6. **Support Asylum and refugee work:** continue to support the work of the charities that work with the most vulnerable asylum seekers and refugees newly arrived in Sheffield
 7. **Education and Enforcement work:** ensuring people new to Sheffield know and understand their rights and responsibilities and know what we will tolerate and not tolerate in Sheffield.
 8. **Training and learning** on migration trends and Sheffield population information for all SCC staff, partners and organisations wanting to learn more about who lives in Sheffield in 2018.
 9. Be a national leader on Integration and migration work: **sharing good practice** on how Sheffield integrates its newest arrivals and manages different types of migration.

Supporting People living together (cohesion in action)

What we are we going to do:

1. Support the work of the new **Sheffield Cohesion Hub** as the independent hub of expertise on community cohesion issues

2. Continue with the **£30k cohesion grant fund**, supporting the successful projects across the city and linking them to other work.
3. Use trained mediators to work with ward members and local officers in our changing communities at the very local level who want to have **honest and difficult conversations** in a safe and controlled environment so everyone can voice their concerns and worries and for us to listen to them better and understand the current dynamics of a community.
4. Increasing the **use of libraries** for engaging with people in the heart of their communities, promoting them as a free and safe space to use and come together with others to learn.
5. Continue to support the **Equality Hubs** as a place to promote cohesion and have regular and open discussion to inform and influence approaches to cohesion policies and work.
6. Promoting and **supporting civic and community events** that promote cohesion and foster good relations.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The main contribution is to embed cohesion in the Council's everyday service delivery, and to ensure all Council staff and contractors deliver their work with a cohesion focus and awareness.

Improving community cohesion in the city through the Council's work will become embedded in our daily work. Equally important is the need for our staff and contractors to be aware of, and identify and reduce tensions where possible; and to ensure any unforeseen negative actions are mitigated. This can be done by being more aware of the impact of our daily work on community cohesion and relationships with our communities.

- 2.2 The new Community Cohesion Charter will help the Council achieve all of its Corporate Plan Priorities in a number of ways out in the communities. Some examples are given below.

Thriving Neighbourhoods and Communities

Cohesion building is an end in itself, supporting people and communities to live in harmony with respect for each other. It is an ongoing process and needs to continue as communities change and develop. Some communities will need specific help, such as practical support with their community infrastructure; or help to engage with community and cultural activities. Other communities lack community infrastructure and may need support to develop their own voice and activities.

Our actions will also be a means of preventing escalation towards scapegoating of vulnerable people, hate crimes and incidents and

antisocial behaviour. Targeted actions will be led by our new joint Housing and Police ASB/community safety team.

Strong Economy

SCC has a key role in developing Sheffield's economy and the new Sheffield Cohesion Hub will be the main route for developing joint cohesive actions with the local business sector.

Our business partners have a responsibility to develop opportunities and services in a way that addresses issues of economic and social inequality. In so doing they will be making an important contribution to cohesion in the city, attracting investment, encouraging more visitors and helping to achieve Sheffield's economic potential.

Tackling inequalities

Investing time and action in our most deprived communities will aid cohesion. Cohesion is often threatened by inequality and poverty. We will be working closely with our communities through the Equality Hubs, with a number of planned actions to build on our existing cohesion work with the Hubs.

Locality working is another route we will use. Taking a community development approach using locality working is essential, to ensure that emerging local issues are passed onto the relevant agencies quickly, we are listening to concerns and that hate crimes and incidents are challenged effectively.

The new Cohesion Charter links to the work of the Sheffield Fairness Commission and identifies the importance of actions that can tackle issues of inequality and injustice.

SCC use Equality Impact Assessments (EIAs) as a systematic approach to inform decision making and illustrate how we pay due regard to equality duties. These assessments include a section on cohesion.

Better Health and Wellbeing

Evidence suggests that issues such as social isolation and an inability to access services can have a negative effect on people's health and wellbeing. SCC has the responsibility for public health in the city and we will continue to work with our partners to mitigate these negative effects. Areas of the City will need to be prioritised where people find it hardest to access services and further actions will be developed to link social isolation and cohesion. Our cohesion work links well to the Sheffield Health and Wellbeing Strategy.

An in-touch organisation

We need to continuously respond to the changing needs of our service users to meet the increasingly diverse needs of the people of Sheffield. This starts by ensuring we know who those people are, in the present and for the future.

Our online encounters between community organisations and our service users (e.g. tenants, the public) need improvement. The new SCC website is now more user-friendly and we are using social media more.

Our services are being redesigned to meet the diverse needs of the people of Sheffield in 2018. This will apply to virtual services as well as to customer facing services available both in the City centre and out in the community. Improved communication in all forms will be an essential requirement of any actions developed through cohesion work.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 The Council has been working in partnership for the last 3 years on the strategy and has consulted with city partners throughout this process.

The main method of consultation has been through the Cohesion Advisory Group and Equality Hubs, through a Steering Group set up to develop the Cohesion Framework and more recently through the new Sheffield Cohesion hub.

The Equality Hubs held a special event on cohesion in 2015 to look at actions for a new Council cohesion strategy and action plan. Feedback and ideas from this event helped shape our thoughts leading to today's paper.

During the development of the Sheffield Cohesion Framework, there has been various engagement activity and consultation with partners, groups and residents over the last 18 months. The key activities have been:

- Cohesion Advisory Group annual conferences 2015 and 2016 and 2017
- Equality Hub consultation event on cohesion 2015
- Cohesion Strategy Steering group meetings and events during 2015 and 2016
- Engagement with Tenants and Resident Association (TARA) Groups (e.g. Stocksbridge TARA, Langsett TARA)
- Area Housing Forums
- City Wide Forum
- Local Area Partnership Chairs Meetings
- Refugee and Migrant Forum meetings
- Cohesion and Migration Partnership Group meetings
- Strategic Group meetings, concluding with endorsement of the Sheffield Cohesion Framework in April 2016

The Steering Group has met regularly during the past 3 years and membership has included Cabinet Member and ward Councillors, CAG, FaithStar, Faith Leaders, The 2 Universities, South Yorkshire Police, and local community groups and organisations. Members have been able to steer progress and direct work and comment on proposals as they have developed.

The Cohesion Advisory Group has held an annual public conference on the Cohesion Framework for the last 3 years, and outcomes of the workshops held during these events in March 2015, February 2016 and March 2017 has steered the work to its final stage. The March 2015 CSG conference was a joint event with the Thriving VCF group. The 2015 conference focused on what people wanted to see in a new cohesion Strategy, whilst the 2016 conference presented the draft and asked for comments. Over 100 people attended each of the conferences.

Regular drafts and updates on the Framework have also been given to the CAG, the Refugee and Migrant Forum and to the Cohesion and Migration Partnership Group. The lead and now the accountable group for the work, the Cohesion, Migration and Integration Strategic Group (CMISG) has seen every draft and been given a written and verbal update at every quarterly meeting for the last 2 years. All three relevant Cabinet members were at the Strategic meeting in October 2016 to hear a verbal presentation on the draft action plan.

The Council's new cohesion action plan has been to Cabinet Member Cllr Steinke, and to previous Cabinet members Cllr Dunn and Cllr Scott, in draft form for comment. Drafts have also been to the Cohesion Advisory Group twice, to the Safer and Sustainable Communities Partnership in November 2016 and to the PPRG in December 2016. Internally the draft action plan has been to the MADAM (Housing managers Meeting), to the Scrutiny Committee of the Safer and Stronger Communities and to the Communities Staff Equalities and Inclusion Network.

The approval of the Charter is not the end of consultation. Regular and ongoing conversations and meetings will continue to take place with PLTs, officers and external partners. Additional actions will be developed internally with services, and externally with partners during the 3 year life of the Plan and it will be reviewed every quarter by the Cohesion and Migration Strategic Group.

3.2 Implementation by partner organisations

Partners have been consulted throughout the process of drafting the strategic framework and we continue to work with partners at strategic and partnership level as we develop our Charter. Partners are now producing their own action plans relevant to their own work at the same time as the Council is producing its own action plan. The Sheffield Cohesion Hub brings all these plans together to ensure we are linked up.

3.3 Monitoring, Evaluation and learning

The Cohesion Charter will be presented as a 2 page summary document, as shown in Appendix A.

The Actions will be reviewed every 12 months and we will carry out an Action Cycle, as outlined in the Framework Document, in line with other partners. Using an action cycle ensures impact is assessed, learning identified and reported; and the plan is reviewed and updated.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 An EIA has been completed for this Action Plan, The main impacts are positive, as this plan involved general and targeted actions to enhance cohesion in the city and reduce identified inequalities. The full EIA is attached in the appendix.

The Council has a duty under section 149 of the Equality Act 2010 (the public sector equality duty - PSED) in the exercise of its functions to have regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The PSED has been taken into account in preparing the cohesion Charter recommended in this report, and in carrying out consultation. Regard has been had to the responses to the consultation in finalising the actions.

4.2 Financial and Commercial Implications

- 4.2.1 No known financial implications. All actions will be funded through existing mainstream Council budgets as activity is being led by each service.

4.3 Legal Implications

- 4.3.1 The Council has a general power under section 137 of the Local Government Act 1972 to incur expenditure which in its opinion is in the interests of and will bring direct benefit to, its area or any part of it or all or some of its inhabitants.

The Council has a general power of competence under s1 of the Localism Act 2011 to take steps to promote the social and economic cohesion and development of the city.

Promoting the cohesion action plan will contribute to the Council's duty under s3 (1) of the Local Government Act 1999 (as amended) to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy,

efficiency and effectiveness. Under the duty of best value, local authorities must consider overall value; including economic, environmental and social value, when reviewing service provision.

4.4 Other Implications

4.4.1 No known other implications.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 Keep the old strategy.

The strategy could still be used, but it was written in a different political and economic time and may not be as relevant to Sheffield in 2018 as it was to Sheffield in 2008.

5.2 Create a new cohesion strategy for the Council.

We Could create our own strategy but this would not show support for the 2 year co-produced Framework which other senior partners in the city have signed up to and are using. Using the same framework as other partners makes it easier to work together on cohesion projects in the city and shows our commitment to the new city wide Framework.

5.3 Keep all actions just internally for the Council.

The actions listed in this document are the ones the Council will lead on, but many more actions will be in partnership with other services, groups and communities. Partnership working brings together a range of expertise across sectors and is the preferred approach to cohesion building projects.

5.4 Create a larger, longer Charter.

It could be more comprehensive and could include all our services but would risk being too lengthy and less user friendly which could result in the actions in the Charter not being used, and not being achievable. It also may become quickly outdated if too many actions are put together. Cohesion work needs to respond quickly to rapidly changing circumstances, and actions need to be up to date and relevant.

6. **REASONS FOR RECOMMENDATIONS**

6.1 The Charter option was chosen as the most appropriate and most practical way to show the Council's commitment to the Sheffield Cohesion Framework.

6.2 The intended outcomes are to have a relevant and up to date set of actions in a Charter format that the Council can start with immediately to ensure that our day to day and specialist services contribute to cohesion

in the city, and we are more aware of the impact of our daily service delivery on community cohesion across the city.

- 6.3 This action based Pledge method also allows us to learn from our work and evaluate what works best when working with communities on community cohesion issues, and use best practice for any new challenges.

APPENDIX A: The Sheffield City Council New Community Cohesion Charter

WHAT WE ARE GOING TO DO:

Bring additional funding into Sheffield: such as the new £835,000 of government funding to mitigate the pressures on communities and public services from rapid recent migration starting in Feb 18. This includes:

- **Wardens on the streets**
- **Community workers** in the community
- Better coordination of frontline services and partners at the community level
- A more organised and formal welcome for the newest arrivals

Listen to people more: attend more local meetings, new or existing where the public can meet with officers and councillors and workers from other organisations.

Increase feedback and improve communication with local communities on the work we and others are doing in an area, and improve feedback on what we have done on the issues people have raised with us.

Support community groups and active residents: Continue to support existing and new community groups and new community reps so they represent a wide range of voices from the community through our community development work and locality working.

New arrivals work; undertake a review of our approach to Roma new arrivals in Sheffield to learn from our actions.

Support Asylum and refugee work: supporting the work of the charities that work with the most vulnerable asylum seekers and refugees newly arrived in Sheffield

Educate and Enforcement work: ensuring people new to Sheffield know and understand their rights and responsibilities.

Training and learning on migration trends and Sheffield population information for all SCC staff, partners and organisations wanting to learn more about who lives in Sheffield in 2018.

Be a national leader on Integration and migration work: **sharing good practice** on how Sheffield integrates its newest arrivals and manages different types of migration.

Supporting People living together (cohesion in action)

What we are we going to do:

Support the work of the new **Sheffield Cohesion Hub** as the independent hub of expertise on community cohesion issues

Continue with the **£30k cohesion grant fund**, supporting the successful projects and linking them to other work.

Use trained mediators to work with ward members and local officers in our changing communities at the very local level who want to have **honest and difficult conversations** in a safe and controlled environment so everyone can voice their concerns and worries and for us to listen to them better and understand the current dynamics of a community.

Increase the **use of libraries** for engaging with people in the heart of their communities, promoting them as a free and safe space to use and come together with others to learn.

Continue to support the **Equality Hubs** as a place to promote cohesion and have regular and open discussion to inform and influence approaches to cohesion policies and work.

Promote and **support civic and community events** that promote cohesion and foster good relations.

APPENDIX 2:

Sheffield Together: the Sheffield Cohesion Strategic Framework for Action

Statement of purpose

"We, the people of Sheffield will *continue to work* towards making our city a place where everyone is made to feel welcome and valued, in a community where everyone is treated with dignity & respect regardless of age, ability, gender, sexual orientation, ethnic origin, language, belief, religion, or financial wealth, and that these values shall apply equally within the family unit, community and places of learning and work, recreation or worship."

What do we mean by cohesion in Sheffield?

Cohesion means **people living and working in harmony with respect for each other**. This requires building good relationships with neighbours and across the city. We recognise that good relations require a commitment to equality and justice. We regard economic opportunity and wellbeing as essential conditions for cohesion.

Why cohesion?

- We all benefit – not just particular social groups. Social cohesion creates a safe and resilient city for all.
- It's good for the economic prosperity of the city, its people and its businesses.

What factors impact on cohesion?

"Cohesion is not threatened by diversity, it is threatened by deprivation"
(Ratcliffe & Newman, 2011)

Inequality (economic, social and educational) undermines cohesion, especially in the context of segregation.

Fear of the unknown and feeling powerless and insignificant undermines cohesion. The tendency is to **blame others** rather than take responsibility for one's situation. In such situations people are **vulnerable to being exploited**, and recruited to extremism.

Diversity improves community life when there is relative prosperity and little segregation. The wealth gap undermines community life.

Substantial and rapid change creates challenges for services (public and private) to respond. Need for increased school places, more housing, increased NHS resources.

International events can have major impacts on cohesion in Sheffield – their impact sends shock waves around the world, through the media and through people who have family connections in faraway places e.g. In Syria and Iraq

The use of **social media** to draw vulnerable and idealistic young people to certain causes. This creates immense distress to families and fear in the wider population. Recent attacks in European cities combined with escalation of recruitment have increased monitoring of perceived potential recruits. Although

safeguards are necessary, increased monitoring can create a climate of suspicion and threaten cohesion.

Media reporting can increase the stigmatising of targeted groups, and it can feel unsafe to offer alternative views for fear of escalating and perpetuating a *media frenzy*. Yet, *alternative narratives* are essential to allow people to form more complex views, beyond simplistic headlines. Positive stories of working together need to be told. What helps is: critical attitudes to the press; diversity awareness – of history and situations in the context of racism, or of other prejudices that stigmatise; facts that dispel the myths.

Reduced capacity: Cohesion is also potentially undermined within organisations in all sectors when they have to reduce capacity while maintaining or increasing service levels. In some contexts, communications have to be streamlined to the bare essentials, whole hearted people have less capacity to deal with the exception, and clients feel that they are not welcome, or that they don't belong.

Threats to resilience - risks and realities. Need to be prepared for disruption - important not to be complacent. What situations could make Sheffield vulnerable to reduced cohesion? What can be done in preparation – to prevent or mediate impact?

Working towards cohesion involves:

- Building relationships where power is shared on a basis of cooperation and collaboration
- Seeing each other as neighbours, recognising similarities and hearing each other's stories
- Do what we can to reduce barriers, particularly related to educational, economic and other inequalities
- Encouraging integration alongside addressing issues of differences in development between communities
- Recognising that community tensions are natural - that all voices need to be heard.
- Supporting skills development that enables people to work through differences and express their needs through open and honest discussions.

The Sheffield Commitment – the 8 point commitment to cohesion in Sheffield

1. We recognise that **cohesion building is an end in itself** – supporting people and communities to live in harmony with respect for each other – and is also a means of preventing escalation towards scapegoating vulnerable people, hate crime, and antisocial behaviour.
2. At the heart of the strategic framework is a commitment to **regard all encounters between people (formal and informal) as an opportunity for building cohesion in the city**. This includes encounters between neighbours and between community organisations, and with volunteers; between staff of service provider organisations and their service users (e.g.

tenants, the public); between partner organisations; and within organisations, how staff relate to each other, and how managers relate to staff.

At every level, and with every opportunity, cohesion or lack of it is being modelled whether we are aware of it or not.

3. Austerity and increasing financial inequalities are undermining cohesion. Many people are poorer and have become fearful of change. The tendency is to look for 'who is to blame'. It produces what has been described as 'siege mentality'; and the stranger, the unknown other, the migrant, and other discriminated against groups, are being scapegoated. **We need to acknowledge scapegoating is happening** and challenges prejudice in a way that engages and informs.
4. The strategic framework links to the work of the Sheffield Fairness Commission and identifies the importance of actions that can **tackle issues of inequality and injustice**.
5. The strategic framework is underpinned by the **Sheffield Commitment: to diversity and inclusion, a welcoming place to be, living and working with respect for each other**. The *Sheffield Commitment* is to be aware of the potential consequences of ones actions – as individuals and as services – and to commit wherever possible to act in ways that build positive relationships and promote cohesion.
6. The *Sheffield Commitment* arises from **values historically important in Sheffield and to the people of Sheffield** – for example those based on the Universal Declaration of Human Rights. A first step will be to confirm these values and the feeling of welcome and commitment that arises from them.
7. The *Sheffield Commitment* is **supported by leaders from all sectors** in Sheffield.

FOR GROUPS, ORGANISATIONS and SERVICES

8. The *Sheffield Commitment* includes a **commitment to co-design and co-production**, between statutory services, and with relevant community organisations in all neighbourhood facing initiatives.

Creative opportunities. Although the *Sheffield Commitment* is focused on how we do things, partners with influence over structural factors – for example creation of economic opportunity, development of services – have a responsibility in their domain to **develop such opportunities and services** in a way that addresses issues of economic and social inequality, knowing that by doing so they are making an important contribution to cohesion in the city. **Development of implementation infrastructure – provisional thinking – will require resources**

1. **All sectors in Sheffield will need the capability and capacity to implement the cohesion strategic framework through action plans.**

We need to encourage and support cross sector partnership working, which is

being modelled by the co-production of the cohesion strategy.

The multi-partner Cohesion, Migration and Integration Strategic Group is overseeing development of the strategy. It may need to create a subgroup to more directly oversee implementation.

Take to Sheffield Partnership Board to promote commitment, partnership working and leadership across all sectors.

2. VCF cohesion co-ordination - infrastructure to manage implementation of the cohesion strategy in the vcf sector.

This would hold the Strategic Framework, and be the champion for cohesion commitments made by vcf groups/organisations, promote *stories of cohesion*, examples of good practice, Action Plans, news items, planned events, reports, awards and so on.

The Cohesion Commitment is an umbrella commitment that can embrace other pledges, charters, commitments in Sheffield (fairness, women's, disability, LGBT etc). We need to support these different initiatives to work together. Then to create an Action Plan with objectives and outcomes, by viewing the organisations activities through a *cohesion lens*.

It will be important to clarify how this infrastructure relates to the Equalities Hub.

3. Develop a community dialogue and development forum - to build capacity and capability in the city. Many organisations are contributing to community dialogue and development in the city and this forum will link up those initiatives, building on best practice.

APPENDIX 4: The People Portfolio (formerly CYPF) Cohesion Strategy

Introduction

Sheffield has a proud history of welcoming new communities into the city. Increased diversity brings huge potential benefits to the city, but increasingly complex patterns of migration at a time of economic uncertainty can also strain community relations and cohesion. At worst, people living 'parallel lives' can lead to serious breakdowns of trust and respect between different cultures, faiths and ethnicities (Cantle, 2001). Local strategic leaders and public services must therefore understand where their policies and activities lead to greater contact and integration across diverse communities, and foster the type of understanding and respect that will ultimately make Sheffield's communities more resilient and cohesive in the face of profound demographic change. In doing so, they also need to take care not to suggest that greater diversity in ethnic or faith terms is in *any sense* a problem to be solved.

Community Cohesion is a broad and complex area with no single universally agreed definition. Broadly, it is:

The common vision and sense of belonging in a community where the diversity of people's different backgrounds and circumstances are appreciated and positively valued.

Often race and faith are seen as the most frequent friction points within communities, but community cohesion is not just about ensuring race equality. It is about promoting good relationships within communities and equality for all. Community cohesion is a significant priority for Sheffield City Council because:

- We want neighbourhoods where people are proud to live, and communities that support each other and get on well together, because this makes communities stronger, healthier and more resilient.
- We want to support and celebrate the diversity of our great city
- We want people to feel safe and secure in their communities.
- We are committed to equality.

Ofsted require that for the Council to successfully fulfil its duty under the Equality Act 2010 and promote community cohesion, it should focus on three areas: faith; ethnicity and culture; and socio-economic factors. It should understand the context of its community, and be able to evidence the impact of any action it takes.

The People Ambition for Community Cohesion

Community Cohesion is an integral part of social inclusion. Poverty and disadvantage has a negative impact on children, young people and families as people on low incomes are more likely to live in poor quality housing, suffer poor health, belong to minority groups, and have more difficulty accessing services and support. Improving community cohesion therefore demands a whole Council and partnership approach; it cannot be viewed as an 'add on' or 'stand-alone'

activity undertaken by a specific worker or service. The challenge for us is to systematically consider the community cohesion implications of our work.

We want to raise the profile of community cohesion across the portfolio and champion community cohesion across the People service, by providing managers and staff with a clear understanding of community cohesion and help them integrate it into their work.

A significant barrier to community cohesion is poor knowledge and understanding of one another and of different ways of life, which in turn can lead to prejudice and discrimination. This is particularly the case for perceptions on religions. Overcoming these barriers is a growing challenge every day. We need to encourage the development of a meaningful understanding and appreciation of different ways of life. Our understanding is increasingly being influenced by media reports of local, national and international issues and events. These reports can be selective, misinformed and damaging.

The People Vision for Community Cohesion is therefore based on Three foundations

- *People from different backgrounds having similar life opportunities*
- *People knowing their rights and responsibilities*
- *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 a recognition of the value of diversity*
- *Strong and positive relationships between different people from different backgrounds*

Citywide Community Cohesion Strategy Framework

The People Community Cohesion Strategy fits in to the overall city wide community cohesion strategy and aims to inform and input to Sheffield's development and commitment to community cohesion.

The People Contribution to improving community cohesion.

The People Portfolio undertakes a range of activities, and delivers services which have a central role to play in maintaining positive community cohesion across the city, including such as:

- Working with schools and other local partners to promote good community relations and encourage pupils and parents from different backgrounds and cultures to mix and learn from each other.
- Youth services that encourage young people from different communities to come together to take part in positive activities, tackle antisocial behaviour, or organising youth volunteering to give something positive back to their communities.
- Safeguarding the wellbeing of children and young people in communities in a robust and sensitive way that does not stigmatise or demonise communities.

- Providing early years education, childcare and school place so that there is diversity in schools and to enable schools to serve whole communities effectively.
- Organising continuing, adult and family learning, including access to English to enable people to play an active role in the life of the city.
- Working with Partners and contributing to the development and implementation of the Citywide Community Cohesion Strategy

Our Aims over the next 2 years

In line with our ambitions we will take, as a portfolio, a number of key actions over the next 2 years.

Raising awareness and communication

We will raise the awareness of managers and staff across the portfolio and in key partner services and communities about the importance of strong community cohesion and the role they can play in maintaining good community relations.

We will:

- Develop a strong CYPF network to ensure that service leads keep up to date with important developments and can gain support and training if necessary on key issues.
- Maintain collaborative relationships with schools and other agencies and encourage open channels of communication between schools, local residents, local agencies and wider media.
- Raise understanding of different cultures and new communities, communicate about facts, address local concerns and tackle perceptions of unfairness.
- Work with the police, schools and other agencies to develop, monitor and respond in an effective way to emerging community tensions.

Supporting schools and children and young people

- Support young people who are alienated from or excluded from schools and work to reduce school exclusion and antisocial behaviour
- Encourage the development of positive activities outside of the school day for children and young people, which we know improve school attendance and attainment, and help young people avoid antisocial behaviour or becoming involved in gangs.
- Through the direct contact Council services have with young people in our community youth teams, children's homes and family support projects, promote a positive vision of community cohesion and understanding of diversity.
- Encourage school 'twinning' projects which foster inter-cultural contact between pupils in different schools. This both reduces tensions and dispels myths about different communities.
- Reduce disaffection amongst some young people and a diversion from being linked to extremist groups.
- Develop our strategy on new school places in a way that minimises the potential to inflame community tension.

Supporting Neighbourhoods and Communities

- Encourage, foster and celebrate volunteering activity and positive social action by both young people and adults in different communities.
- Work with local voluntary and faith groups to address issues in local communities using an 'asset based' approach so that communities are directly involved in developing solutions to the challenges they face. An example is the development of interpreting services and bi-lingual staff.
- Support local cultural festivals, events and celebrations which open up the opportunities for contact between diverse communities.
- Coordinate and encourage adult and family learning, including learning English, across communities.

Delivery of the strategy

To deliver the ambitions in this strategy, we will develop a detailed action plan which will be monitored through a People Cohesion Strategy Group. Each People service area will develop own service specific community cohesion actions.