



INTEGRATION CITY

A new communities agenda for London

October 2016

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PREFACE

The Challenge is the UK's leading charity for building a more integrated society. We work on a local level to bring together people from all ages, ethnicities and walks of life – connecting communities and building trust.

We design and deliver programmes, such as National Citizen Service, which create spaces and incentives for young people to come together and meaningfully engage with others from different backgrounds. In addition, we develop policy ideas to forge a more integrated Britain.

In 2014, we convened the Social Integration Commission – an independent inquiry, chaired by Royal Society of the Arts Chief Executive Matthew Taylor, which sought to explore how people from different communities and backgrounds relate to one another in modern Britain. In March 2016, we launched the All-Party Parliamentary Group (APPG) on Social Integration, which is chaired by Chuka Umunna MP.

This report sets out our ideas on how to promote integration in London.

Excellent work has been done elsewhere on the value of citizenship, national identity and economic inclusion strategies in promoting integration. But promoting meaningful contact between Londoners from different ethnic, socio-economic and age groups (“cross-community contact”) should be at the heart of Mayor Khan’s approach.

I hope his team will focus not just on celebrating London’s diversity and tolerant character, nor on those indicators traditionally prioritised by policy makers such as labour market entry patterns, voter registration rates, English language learning, and educational success.

While each of these is vitally important, taking proactive steps to get people from different backgrounds and walks of life meeting and mixing - creating the common experiences which inspire shared identities - is an under-examined part of this conversation. After all, the Social Integration Commission found that when people from different backgrounds meet and mix and get to know one another, trust grows and communities flourish. In fact, meaningfully engaging with someone from a different ethnicity, age or socio-economic group makes people more likely not just to view that particular group positively, but to put more faith in people as a whole.¹

It is hugely encouraging that the new Mayor has sought to define social integration as an everybody issue – recognising that a lack of ties with others from different cultures, socio-economic groups and generations is a challenge for Londoners from all backgrounds; and one which undermines the sense of connection and belonging which underpins strong communities.

I believe this report makes a valuable and unique contribution to the debate on integration, through its specific focus on contact, and look forward to working with Mayor Khan to incorporate these lessons in future policy making.



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¹ Social Integration Commission (2015a), Social Integration: a wake-up call

ACKNOWLEDGEMENTS

The authors would like to thank all the community groups and charities whose work has been highlighted in this project.

- Rocio Cifuentes at the Ethnic Youth Support Team
- All at the Legacy Foundation
- Melanie Edge at the Greenwich Millennium Village
- Lauren Haasz at Knightstone Housing Foundation
- Emma Jenkins and Jake White at HeadStart
- Ben Robinson, Luke Price and Matthew Brindley at Community Links
- Gareth Harper and Brian Lemek at PeacePlayers
- Peter LeFort at The Big Lunch
- Paul Hocker and Fiona Sutherland at London Play
- Leith Bishop and team at the Institute for Canadian Citizenship
- Phil Simcock at Royal Holloway, University of London
- An Le at the Boston Mayor's Office for Immigrant Advancement
- Sam Dilliway, Anna Kere and Mark Rusling at The Challenge
- The Nightingale Mentoring Network
- Assemblée des Citoyens Parisiens Extra Communautaires
- Valladolid's Semana Intercultural

Thanks also to Sadiq Khan and the Mayor's office, the diversity and social inclusion team at City Hall, and Jack Stenner and Jonathan Fertig.

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FOREWORD BY THE MAYOR OF LONDON

London is one of the most diverse and open cities in the world, and in our city we don't just tolerate our differences, we respect and celebrate them. Every year, hundreds of thousands of people from across the UK and across the world choose to come here to live, work and study, contributing to every aspect of life in our city, and they are most welcome in London and in our communities.

But we're not perfect, and we must confront the fact the equilibrium which we have by and large struck remains fragile. Last year, only around half of Londoners surveyed agreed that there are good relations between older and younger people and between ethnic and religious communities in their local area. And only around half agreed that people in their local area were happy to help their neighbours.

I know that rapid change in our communities can make it harder for people from different backgrounds to walk a mile in one another's shoes. But bonds of trust and belonging are crucial to successful and resilient cities. Ensuring that our communities are cohesive and integrated at a time of great social change and upheaval is one of the key challenges facing cities across the Western world. That's why I have made promoting social integration one of my core priorities.

I welcome the important recommendations in this report and will be working closely with my new Deputy Mayor for Social Integration, Social Mobility and Community Engagement, Matthew Ryder, to develop an ambitious plan to boost social integration in London.

To me, building a more integrated city means ensuring people of different ethnicities, faiths, cultures, age groups, incomes and backgrounds don't just tolerate each other, but live truly interconnected lives. As argued in this report, cities have a vital role to play in supporting people from different walks of life to meet and mix in their local communities – meaningfully interacting with one another as neighbours, citizens and friends.

One of the lessons from around the world is that a laissez-faire or hands-off approach to social integration doesn't work. I passionately believe that we can only create strong, socially integrated communities by supporting Londoners to be active citizens, with the capacity and means to shape the decisions that affect their communities and their city. The Challenge is right to suggest here that we need new

community institutions to enable people to integrate into cohesive communities.

I am also determined to tackle the unfairness, inequality and injustice that can undermine social integration. That's why I want to set ambitious new equality goals for my administration, and directly address the economic unfairness and poverty that limits the ability of too many Londoners to play a full part in the life of the city.

My vision is for a London that is more connected and more equal, where everyone can participate and feels a part of their community. The recommendations in this report represent a powerful contribution to the ongoing debate about how we can make London the most cohesive, interconnected and integrated city in the world.



**Sadiq Khan,
Mayor of London**

Executive Summary



EXECUTIVE SUMMARY

In this report, we set out a social integration strategy for London – a plan to build strong social ties between Londoners from all backgrounds and ensure that our city’s intensifying diversity will enable its communities to flourish.

Over the lifetime of the baby boomer generation, London has become more and more diverse and Londoners’ lives have become less and less uniform – fundamentally transforming the form and feel of our communities, and how people relate to one another in our city. Fast forward to 2016 and London faces a new demographic revolution.

Within a quarter-century, projections indicate that almost half of all Londoners will come from a black or minority ethnic background; more than one in three Londoners will either be pensioners or children; and the income gap between the richest and poorest will have widened considerably. As Londoners become more dissimilar from one another in terms of ethnicity, socio-economic status and age, we risk becoming more divided.

The capital is often portrayed as a melting pot of different backgrounds and cultures, but research indicates that levels of integration (measured by both residential patterns and levels of contact between different groups) are not keeping pace with our city’s intensifying diversity.

This matters. A lack of interaction between people with different experiences of life impacts negatively on the health, strength and cohesion of London’s communities in a variety of ways:

- Growing anxiety and fear of crime.
- Increasing the likelihood that communities will experience civil unrest.
- Encouraging the prejudice that feeds extremism.
- Fuelling the development of a politics of division, recrimination and blame.
- Inhibited life chances, especially for younger people.
- A lack of access to diverse social networks can also restrict potential for social mobility.

Unless London’s new generation of political leaders take decisive steps to support our communities to come together in the face of demographic and cultural change, our differences may erode rather than strengthen the social fabric of our great city. If the young don’t interact with their older neighbours, if Londoners’ social networks remain largely ethnically homogenous and if people in our city don’t meet and mix with others with different experiences of life, the risk will grow that Londoners may respond to the shared challenges of the twenty-first century not by asking ‘how can we solve this problem together?’, but by asking ‘who can we blame?’.

Indeed, there is also a growing body of evidence to suggest that social segregation impedes life chances, inhibits social mobility, prolongs periods of unemployment and restricts economic growth.

London is on a slippery slope towards a crisis of trust, but our city’s social fabric is by no means beyond repair.

Promoting meaningful contact between Londoners from different ethnic, socio-economic and age groups must be at the heart of this strategy. A lack of ‘cross-community contact’ has been shown to prevent the development of the bonds of trust and the sense of belonging which underpin successful communities. But research by the Social Integration Commission demonstrates that when people from different backgrounds get to know one another and lead interconnected lives, trust grows and communities flourish. Our new Mayor must therefore focus not just on celebrating London’s diversity and tolerant character, but on taking pro-active steps to get people from different walks of life meeting and mixing. Appropriate and effective evaluation tools must be used to ensure that these steps are having the desired effect. We would be delighted to work with the new Deputy Mayor, to ensure measurement methodology is fit for practice.

We welcome Mayor Khan’s appointment of Matthew Ryder QC as Deputy Mayor for Social Integration, Social Mobility and Community Engagement – this decision will enable City Hall to play a much more active role in co-ordinating and driving forward integration across London. The commitment of the Mayor to build a more integrated London must, however, be embedded within all Greater London Authority (GLA) departments and reinforced by Borough councils in every corner of our city. Moreover, in order to design and deliver an impactful social integration strategy for our city, City Hall must prioritise securing more control over relevant policy powers as part of London’s upcoming devolution negotiations with Whitehall – including the powers required to reform the citizenship process.

This report outlines a number of practical ideas which GLA policymakers could put into action in order to forge a stronger, more united London. We believe that the Mayor’s social integration strategy should include four key planks:

1. Community-proofing London’s housing and planning laws
2. Creating twenty-first century community institutions
3. Creating the conditions for migrant integration
4. Embedding opportunities for cross-community contact in London’s public services

EXECUTIVE SUMMARY



1. Community-proofing London's housing and planning laws

Our homes are the basic building blocks of our communities, but sometimes homes are built in ways which divide us, rather than bringing us together. City Hall must work with London Boroughs and our city's housing developers to ensure the houses built today lay the ground for the integrated communities of tomorrow – working to:

- Amend policy 3.9 of the London Plan to incorporate a focus on promoting contact between people from different ethnic, socio-economic and age groups within its definition of 'mixed and balanced communities'; and to require London Borough planning authorities to consider whether proposed developments will facilitate or create roadblocks to social integration.
- Revise the London Plan to promote best practice in designing buildings and developments to stimulate casual contact between neighbours, and encourage housing associations and developers to:
 - Pepper-pot social homes.
 - Build shared entrances, utilities and facilities.
 - Adopt a tenure blind approach, so social housing blends with bought.
 - Incorporate integrated play areas, shared spaces for social activities, flexibly-designed community gardens and built-in amenities within plans for new developments.

2. Creating twenty-first century community institutions

Strong communities are borne of shared experiences. The last half century has seen rapid declines in membership of and affiliation to those civic institutions and congregational spaces which once bridged social divides, such as the organised church, community social clubs and political parties. In their place, policymakers must fuel the growth of new institutions promoting a sense of rootedness and active participation in community life – exploring ideas such as:

- Making teenagers' access to the 16+ Zip Oyster photocard dependent on their participation in a volunteering scheme within their local community.
- Setting up a League for Londoners cross-community sports league, in which young people from different communities would play side-by-side in socially mixed teams.
- Make it easier for Londoners to temporarily repurpose our city's streets, parks and school gates as hubs of community activity, such as Play Street schemes.
- Utilising digital technology to grow community support networks, including through 'sharing economy' initiatives.
- Applying an 'integration test' to publicly-funded religious and cultural events, including City Hall's own initiatives.

EXECUTIVE SUMMARY



3. Creating the conditions for migrant integration

A number of London's migrant communities have developed exclusive social networks and alternative labour markets; and many migrants face distinct integration challenges including comparatively poor English language skills and a lack of knowledge and understanding of cultural practices. Boosting levels of contact and building trust between migrants and members of the city's 'host communities' will require a concerted drive on the part of the new Mayor and Deputy Mayor. This should involve:

- Joining up city-level services commonly accessed by new migrants, through establishing a Mayoral Office for New Londoners.
- Expanding English for Speakers of Other Languages (ESOL) provision through opening up the world-leading facilities of London's universities to ESOL providers; and offering business rate relief to companies who sponsor their employees to participate in ESOL programmes.
- Reforming the process of becoming a British citizen to involve not just learning about the history and culture of our country in the abstract, but also meeting and mixing with British people – incentivising citizens-in-training to volunteer and boosting the visibility of citizenship ceremonies.
- Supporting community mentoring programmes for new migrants.
- Importing ideas for integration initiatives from other world cities – including the Parisian Citizens Council, which gives migrants a voice in city affairs.

4. Ensuring London's public services bring people together

Shared experiences bringing together Londoners of all backgrounds must be woven into the fabric of everyday life in every corner of our city. City Hall should, seek to embed a focus on promoting meaningful engagement between Londoners from different walks of life not just within neighbourhood-level initiatives but in all of the institutions which shape life in modern London – including our schools and public services:

- Embedding community organisers within schools.
- Encouraging schools, especially faith schools, to provide interfaith workshops.
- Working with London Boroughs and the NHS to tap into the shared identity of parenthood – incorporating a focus on promoting social integration into local authority and Public Health-funded services for new parents (including postnatal services and children's centres.)
- Establishing intergenerational community centres bringing childcare and youth services, day care and activities for the elderly, family support services and social clubs under the same roof.

1.

**Introduction:
Diverse but divided**



INTRODUCTION: DIVERSE BUT DIVIDED

London is commonly regarded as one of the most diverse and tolerant cities in the world. Over 300 languages are spoken in our city, and one in three Londoners were born outside the UK (with one in four born outside of Europe.) And, in May, Londoners made history by electing the first Muslim Mayor of a major western city.

London is also home to some of our country's very richest and very poorest citizens – the capital's population comprises 15% of the poorest tenth of the UK population and 15% of the richest tenth². And today more Londoners than at any point in recent history are aged either under 18 or over 65³.

But there is evidence to suggest that London's intensifying diversity isn't translating into comparative levels of integration between people from different walks of life. And whilst Londoners undoubtedly demonstrate tolerance of people from different backgrounds on a daily basis, there is at present no strategy at any level of government to go beyond tolerance – to ensure that people from different backgrounds are not living separate lives, side by side. No plan in place to ensure that our differences don't end up dividing us.

This report will go on to examine the reality of social segregation in modern London, and to outline how a continued lack of integration could lead to a deterioration in community cohesion.

This report urges the Mayor to take proactive steps to respond to the loss of trust, stability and neighbourliness within London's communities which has accompanied demographic and cultural change, and to encourage Londoners from all backgrounds to see something of themselves in one another. It explores a range of potential policy solutions to boost levels of integration across the capital, including how City Hall could:

- Reform London's housing and planning laws to facilitate interactions between neighbours in diverse areas.
- Fuel the growth of new community institutions bridging social divides.
- Join-up and reform services for new migrants to smooth the process of becoming a Londoner.
- Embed opportunities for 'cross-community contact' in our city's public services.

We welcome wholeheartedly Mayor Khan's decision to make building a more integrated city one of four 'legacy areas' which he will prioritise during his time in City Hall⁴. We believe that, at this crucial moment for our nation, the new Mayor has the chance not just to fortify our city's social fabric but to trailblaze a new approach to communities and integration policy – setting an example for city leaders both throughout the UK and in other cities across the world facing similar challenges in the age of globalisation.



“The Mayor could and must take proactive steps to encourage Londoners from all backgrounds to see something of themselves in one another.”

² New Policy Institute (2015), London's Poverty Profile <http://www.londonspovertyprofile.org.uk/indicators/topics/inequality/> (accessed 15/07/2016)

³ GLA 2014 Round SHLAA Capped Household Size Model Short Term Migration Scenario Population Projections (April 2015) available at <http://data.london.gov.uk/dataset/gla-population-projections-custom-age-tables> (accessed 02/08/2016)

⁴ Mayor of London Press Release (June 2016), Mayor pledges to make social integration a 'core' priority, (<https://www.london.gov.uk/press-releases/mayoral/mayor-to-make-social-integration-a-priority>) (accessed 12/06/2016)

INTRODUCTION: DIVERSE BUT DIVIDED



Following the result of the referendum on Brexit, London is a place where empathy matters more than ever. Mayor Khan has rightly condemned the worrying rise in hate crimes which has followed the referendum result and offered valuable support to grassroots initiatives aimed at healing cultural rifts. He must now take action to promote meaningful contact between people from different ethnicities, cultures and faiths as well as socio-economic and age groups living in every corner of our city – fostering trust and understanding between Londoners with different experiences of life. This report sets out a number of policy recommendations to forge the strong, resilient, united communities which London needs – now is the time for practical action to put these ideas into practice.

“This report sets out a number of policy recommendations to forge the strong, resilient, united communities which London needs – now is the time for practical action to put these ideas into practice.”

2.

**The risk
of rising
segregation**



THE RISK OF RISING SEGREGATION

Over the lifetime of the baby boomer generation, London has become more and more diverse and Londoners' lives have become less and less uniform – fundamentally transforming the form and feel of our city's communities. Fast forward to 2016 and, as a new generation of political leaders gets to grip with the machinery of City Hall, the winds of change blowing through our city and society are picking up speed.

London has comprised a rich mix of cultures for centuries, but is now home to people of every colour and creed. Within a quarter-century, according to Greater London Authority (GLA) population projections, almost half of Londoners will come from a black and minority ethnic background⁵.

Scientific and social advances mean that more of us are having children later in life and living into old age, contributing to a change in how different generations relate to one another. By 2041, the proportion of the capital's population under 18 or over 65 years old will rise to 36%⁶, significantly increasing pressure on public services and communities.

In addition, while the rapid post-war growth of the middle-class enabled hundreds of thousands of Londoners to chart their own paths in life – radically expanding opportunity but gradually eroding the strong social ties which had previously underpinned tight-knit communities – London's socio-economic makeup is once again shifting. The income gap between the richest and poorest residents of our city has widened considerably in recent years, and is projected to grow further in the years to come⁷.

London faces nothing less than a new demographic revolution. And, as Londoners become more dissimilar from one another in terms of ethnicity, socio-economic status and age, we run the risk that we will also become more divided. Indeed, whilst much has been made of the Remain campaign losing England but winning London during this year's referendum on the UK's membership of the EU⁸, the growing cultural rifts between ethnic, socio-economic and age groups which characterised voting trends throughout the country appear to have been borne out in the capital – with older and white working class Londoners bucking the local political trend and strongly backing the Leave campaign⁹.

The chance to meet and mix with people with different experiences of life is undeniably part of what makes London a great place to live, and many Londoners experience first-hand the vibrancy which cultural differences infuse into our city's communities on a daily basis. In fact, a recent survey found that the capital's diversity is the thing Londoners value most about where they live¹⁰. The same survey revealed, however, that a lack of cohesion between people from different cultural backgrounds is amongst the worst elements of life in London.

London is often portrayed as a bastion of integration – a melting pot of cultures and creeds – but research by Gemma Catney of the University of Liverpool shows that – whilst minority ethnic groups are becoming less “ghettoised” in the capital and other metropolitan areas throughout the UK – the urban white British population has actually become more residentially segmented in recent years¹¹. Furthermore, research by Eric Kaufmann of Birkbeck, University of London,



“London faces nothing less than a new demographic revolution.”

5 GLA 2014 Round SHLAA Capped Ethnic Group Borough Projections (October 2015) dataset available at <http://data.london.gov.uk/dataset/gla-population-projections-custom-age-tables> (accessed 15/08/2016)

6 GLA 2014 Round SHLAA Capped Household Size Model Short Term Migration Scenario Population Projections (April 2015) available at <http://data.london.gov.uk/dataset/gla-population-projections-custom-age-tables> (accessed 02/08/2016)

7 CityMetric (2015), London's growing inequality, mapped, available at: <http://www.citymetric.com/horizons/londons-growing-inequality-mapped-821> (accessed 07/08/2016)

8 Bagehot (02/07/2016), 'Brexitland versus Londonia: Britain increasingly looks like two countries, divided over globalisation', *The Economist*

9 Kirk, A and Dunford, D (27/06/2016), 'EU referendum: How the results compare to the UK's educated, old and immigrant populations', *The Daily Telegraph*

10 GLA Intelligence Unit (2014), *Talk London Survey 2014: Top Lines*, (questions 37 and 38)

11 Catney, G (2015), 'The Changing Geographies of Ethnic Diversity in England and Wales, 1991-2011', *Population, Space and Place*, June 2015

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demonstrates that the proportion of ethnic minority people living in local authority wards in which whites are in the minority almost doubled in the period between the last two censuses¹².

There's also evidence to suggest that even those living in diverse neighbourhoods aren't engaging with neighbours from other backgrounds. In 2014, the Social Integration Commission – an independent inquiry into how people from different ethnic, socio-economic and age groups in the UK relate to one another – found that Londoners spend relatively little time with people from different walks of life. In fact, the Commission's research suggests that the capital is the most socially segregated area of the country.

To use a phrase coined by the former Chair of the government's Community Cohesion Review Team, Professor Ted Cante, Londoners from different backgrounds are increasingly living parallel – rather than interconnected – lives. And London's intensifying multi-dimensional diversity means that a lack of social integration will – if left unchecked – divide increasingly large sections of our city's population.

A lack of integration – measured as contact between people from different ethnicities, cultures and faiths as well as socio-economic and age groups – has been shown to prevent the development of the bonds of trust and the sense of belonging which underpin successful communities. Research by the Harvard-based sociologist Robert Putnam suggests that people living in diverse but divided communities tend to 'hunker down' and 'withdraw from collective life' – placing less trust in their neighbours, including those from a similar background; assuming markedly more negative attitudes towards their local areas; voting less; volunteering less; and giving less to charity¹³. This cocktail of increasing diversity and declining integration is, then, a clear risk to the health and strength of communities across London in 2016.

Unless London's new generation of political leaders takes decisive steps to support our communities to come together in the face of demographic and cultural change, our differences may erode rather than strengthen the social fabric of our great city. If the young don't interact with their older neighbours, if Londoners' social networks remain largely ethnically homogenous and if people in our city don't meet and mix with others with different experiences of life, the risk will grow that Londoners may respond to the shared challenges of the twenty-first century not by asking 'how can we solve this problem together?', but by asking 'who can we blame?'.



“Londoners from different backgrounds are increasingly living parallel – rather than interconnected – lives.”

¹² Kauffman, E (2014), 'Understanding White Flight', Demos Impact Essay, January 17 2014

¹³ Putnam, R.D (2007), 'E Pluribus Unum: Diversity and Community in the Twenty-first Century The 2006 Johan Skytte Prize Lecture', Scandanavian Political Studies, 30:2, 137-174

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HOW MUCH DO LONDONERS TRUST ONE ANOTHER?

In January 2016, The Challenge ran a survey in conjunction with the polling firm Populus exploring Londoners' relationships with their neighbours and their attitudes towards their neighbourhoods. The results suggest Londoners of different ethnicities are significantly less likely to trust one another than they are to put their faith in people from a similar background to them. Londoners are also likely to feel differently about their area depending on how much they earn.

Populus asked respondents about a number of behaviours offering an insight into Londoners' readiness to trust neighbours from different backgrounds. They found that, while the proportion of white Londoners who reported that they had collected a parcel for or from an ethnic minority neighbour was broadly reflective of census data on London's ethnic makeup, white Londoners were almost four times more likely to leave a spare key with a white neighbour than with someone belonging to a different ethnic group.

Whereas whether we collect parcels for or from our neighbours is essentially dependent on the actions of postal workers and delivery drivers – and so reflects the unfiltered geographical diversity of our communities – leaving a key with a neighbour is a personal choice implying a degree of trust in the chosen neighbour. In other words, where white Londoners had a choice in which of their neighbours to interact with and place their trust in, they chose other white Londoners.

The same survey revealed a link between the socio-economic status of Londoners and their propensity to trust people of other ethnicities. Respondents from the DE socio-economic group were less likely than those from the AB group to leave a spare key with a neighbour of a different ethnicity – suggesting that less well-off Londoners mix with and trust people of other ethnicities less than their better-off neighbours.

Research has demonstrated that a lack of trust in neighbours is associated with feelings of dislocation¹⁴, and indeed this survey also showed that Londoners from different socio-economic groups feel very differently about their local areas. DE respondents were 20 percentage points more likely to 'never' or 'rarely' feel as if they belong within their neighbourhoods than AB respondents; whilst AB respondents were 19 points more likely to 'never' or 'rarely' feel like an outsider in their own neighbourhoods than DE respondents.

In addition, whilst this survey did not explore the extent to which Londoners place their trust in people of different age groups, studies of the UK as a whole have uncovered a deficit of trust between generations. At the national level, 30% of senior citizens fear young people as they associate them with antisocial behaviour and crime, whilst four in five children and young people feel that older people do not understand them¹⁵.

In recent polling by The Challenge...

- White Londoners were four times more likely to trust a white neighbour with their spare key.
- Poorer respondents were less likely to leave a key with a neighbour of a different ethnicity
- Poorer respondents were more likely to 'never' or 'rarely' feel a sense of neighbourhood belonging than richer respondents. See Annex A.

¹⁴ Putnam, R. D. (2000), *Bowling alone: The collapse and revival of American community*, New York: Simon & Schuster

¹⁵ Campbell, D (2008), 'Generation gap "could undermine society"', *The Observer* –

THE RISK OF RISING SEGREGATION

How does social segregation impact on London's communities?

A lack of contact between people with different experiences of life impacts negatively on the health and strength of our city's communities in a variety of ways.

Social segregation and **low levels of trust between people from different ethnic, socio-economic and age groups increase anxiety and fear of crime**¹⁶ – polling conducted by Populus in conjunction with The Challenge found that two thirds of Londoners thought they'd feel safer if they knew their neighbours.

Segregated communities are more likely to experience civil unrest¹⁷.

The independent Riots, Communities and Victims Panel found that 71% of the riots which took place in several London boroughs and other cities and towns across in the UK in August 2011 occurred within the 10% of areas of the country ranked as the least socially cohesive¹⁸. Many young people interviewed by the panel stated that a sense of sharing an identity with neighbours prevented them from joining the riots.

Throughout his Mayoral campaign, Sadiq Khan spoke passionately about the need to 'tackle the social segregation which allows extremists to prey on young Londoners'¹⁹. Individuals in diverse but segregated communities have fewer opportunities to develop a shared sense of understanding or identity, and so may become more vulnerable to radicalisation. Indeed, Gordon Allport's seminal 1955 study *The Nature of Prejudice* demonstrates that contact between members of majority and minority groups tempers prejudice and reduces hostility²⁰; whilst civil society initiatives such as the Swansea-based Think Project are proving that **meaningful engagement between people of different ethnicities, cultures and faiths prevents the development of the misunderstandings, prejudice and hatred between communities that feed extremism**. In order to combat extremism and safeguard our city, then, we must forge a more integrated London.

One of the most pernicious effects of social segregation in the UK, moreover, is its impact on our political debate. Academic studies suggest that better integrated nations benefit from higher levels of democratic participation²¹ as well as more stable and less polarised systems of democracy²². A lack of contact between people from different backgrounds undermines the sense that there is such a thing as the common life in our city – leading segregated lives makes it all too easy to imagine that our problems are caused by those who are different to us.

There is emerging evidence to suggest that social segregation is associated with greater ill-health. Low levels of trust between neighbours can contribute to higher rates of cardiovascular diseases and of mental health issues – especially, in the latter case, amongst children²³.



“Meaningful engagement between people from different backgrounds prevents the development of prejudice and misunderstanding that fuels extremism.”

¹⁶ Uslaner, E. M (2012), *Segregation and Mistrust: Diversity, Isolation, and Social Cohesion*, Cambridge: Cambridge University Press

¹⁷ Riots Communities and Victims Panel (2011), *5 Days in August: An interim report on the 2011 English Riots, London* (Page 62).

¹⁸ Riots Communities and Victims Panel (2011), *5 Days in August: An interim report on the 2011 English Riots, London* (Page 62).

¹⁹ London Labour (2016), Sadiq Khan Speech at One Great George Street: Monday March 20, 2016 available at http://www.sadiq.london/speech_on_security_and_extremism (accessed 05/08/2016)

²⁰ Allport, G. W. (1955), *The Nature of Prejudice*. Cambridge, Mass: Addison-Wesley Pub. Co.

²¹ Putnam, R.D (2007), 'E Pluribus Unum: Diversity and Community in the Twenty-first Century The 2006 Johan Skytte Prize Lecture', *Scandinavian Political Studies*, 30:2, 137-174

²² Aghion, P, Alesina, A & Trebbi, F (2004), "Endogenous Political Institutions," *The Quarterly Journal of Economics*, 119:2, 565-611

²³ Berkman, L, F (2000) 'From social integration to health: Durkheim in the new millennium', *Social Science & Medicine*, 2000 51:6, 843-57 and van der Linden, J (2003), 'Children's mental health service use, neighbourhood socioeconomic deprivation, and social capital', *Social Psychiatry and Psychiatric Epidemiology*, 38:9, 507-14.

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DOES A LACK OF INTEGRATION LIMIT LONDONERS' OPPORTUNITIES?

Increasingly, researchers and policymakers are identifying social segregation as a barrier to solving some of the most pressing social and economic challenges facing London and the UK, including the gulf between the life chances of the rich and poor, declining social mobility and long-term unemployment. This is as:

Our life chances are significantly shaped by the people we encounter in early life. Every extra year a child spends in a 'better' environment – as measured by the outcomes of children already living in that area – has a positive effect on their developmental outcomes. This pattern is called childhood exposure effect.²⁴

Research conducted in the US has found that each additional year that a child spends growing up in an area with high rates of upward mobility raises their household income in adulthood by 0.8%²⁵; whilst having access to a diverse social network can reduce risk of poverty by up to 30%.²⁶ There is also strong evidence to suggest that building relationships with people from other walks of life fosters character, resilience and leadership skills amongst young people and is positively associated with developmental outcomes.²⁷

A lack of access to diverse social networks inhibits social mobility. Numerous studies suggest that employees with diverse social networks outside of work are more trusted to take on responsibility in the workplace²⁸; and that access to diverse informal social networks can help people to find better paid jobs²⁹. Indeed, this effect can be seen across OECD countries. A Canadian study found that both men and women attain higher incomes where they have access to and utilise ethnically diverse social networks. This is especially true for women. Women who are able to tap into ethnically diverse social networks when looking for a job have a 10% higher mean income (\$11,179) than women who only have access to ethnically homogenous networks (\$10,194).³⁰

Social segregation prolongs periods of unemployment. Around 40% of jobs in the UK are found through personal contacts.³¹ Where personal networks are homogenous, the flow of information by word of mouth will only reach certain groups – making it harder for employers to recruit the right talent and for people with specific skills to find jobs.

This may explain in part why increased access to education amongst immigrants has not resulted in a proportional boost to employment rates³². However, segregation by socio-economic group arguably stymies recruitment rates and career progression to an even greater extent than a lack of connections between people from different ethnicities. Most people who are long term unemployed in the UK mostly have friends who are unemployed or in insecure jobs³³. Partly as a result, someone who is unemployed becomes 13 per cent more likely to find a job and return to work if they make just one additional employed friend³⁴.

The Social Integration Commission estimated that the total lost economic output resulting from the impact of a lack of integration on employment levels is in the region of £1.4 billion each year. It also found that social segregation costs the UK a further £140 million in Jobseeker's Allowance payments annually³⁵.

Furthermore, a number of major research projects have found that a lack of social integration restricts economic growth, compounding the lack of opportunity experienced by many Londoners. This is as higher levels of social capital – defined by Robert Putnam as the habits of reciprocity, cooperation and trust which result from strong social networks³⁶ – are correlated with higher economic growth. A study from Cambridge University illustrates that social capital is positively associated with economic growth³⁷, and this finding is supported by the World Values Study's conclusion that societies registering higher levels of trust tend to be wealthier³⁸.

24 Chetty, R & Hendren, N, (2015), 'The Impacts of Neighborhoods on Intergenerational Mobility: Childhood Exposure Effects and County-Level Estimates'. available at: http://www.equality-of-opportunity.org/images/nbhds_paper.pdf (accessed 11/08/2016)

25 Ibid. (Page 6)

26 Finney, N et al (2015), How are poverty, ethnicity and social networks related?, Joseph Rowntree Report, March 2015

27 Kawabata Y. & Crick N.R., (2008), "The role of cross-racial/ethnic friendships in social adjustment", *Developmental Psychology*, 44(8), 1177-83

28 Pettigrew, T. & Tropp, L., (2006), "A Meta-Analytic Test of Intergroup Contact Theory", *Journal of*

Personality and Social Psychology, 90(5), 751-83

29 Caparelli and Tatsiramos, 2011, "Friends' Networks and Job Finding Rates", *Institute for Social and Economic Research*, 21, 14-15

30 Ooka, E. & Wellman, B (2006), 'Does Social Capital Pay off More Within or Between Ethnic Groups? Analyzing Job Searches in Five Toronto Ethnic Groups' in *Inside the Mosaic*, edited by E. Fong, 199-226. Toronto: University of Toronto Press.

31 Social Integration Commission (2015), *Kingdom United? Thirteen steps to tackle social segregation*, Page 7

32 Centre on Dynamics of Ethnicity (2014), *Addressing Ethnic Inequalities in Social Mobility: Research findings from the CoDE and Cumberland Lodge*

Policy Workshop

33 Caparelli, L and Tatsiramos, K (2011), 'Friends' Networks and Job Finding Rates', *ISER Working Paper Series*, 2011-21

34 Social Integration Commission (2015a), *Social Integration: a wake-up call*, 13

35 Ibid., 14-15

36 Putnam, R. D. (2000), *Bowling alone: The collapse and revival of American community*, New York: Simon & Schuster

37 Dincer, O.C. & Uslander, E.M. (2009), 'Trust and Growth', *Public Choice*

38 Ibid.

CASE STUDY **THINK PROJECT**

Copyright Think Project



THINK PROJECT POSITIVE CITIZENSHIP PROGRAMME

Set up in Swansea and South Wales by the Ethnic Youth Support Team charity, the Think Project works with young people at risk of radicalisation by far-right groups.

Delivered by engaging and ethnically-diverse youth workers, the three-day educational programme gives young people the chance to learn about immigration, asylum seekers and Islam, and aims to challenge negative perceptions of people of different ethnicities, cultures and faiths. The Ethnic Youth Support Team believes that its success is rooted in the idea that the best way to combat extremist ideology is not to shut down discussion, but to allow open dialogue and debate – to enable young people to talk openly regarding how they really feel about people from different backgrounds.

Equally important to the project's success is its focus on facilitating contact between young people and BME youth workers. For these young people from largely monocultural white communities, who rarely interact with members of ethnic minorities, it is easy for 'prejudiced, taken-for-granted attitudes to grow and harden'³⁹.

Following a successful pilot, the Think Project received funding from The Big Lottery's Innovation Fund and, between 2012 and 2015, 438 young people completed the programme. The project's formal evaluation found that it had a 95% success rate in radically improving young people's perceptions of diversity.

³⁹ Cattle, T and Thomas, P (2014), Taking the Think Project Forward: The need for preventative anti-extremism educational work, EYST: Swansea (Page 12)

3.

**Community-
proofing London's
housing and
planning laws**



COMMUNITY-PROOFING LONDON'S HOUSING AND PLANNING LAWS

Our homes are the basic building blocks of our communities, but sometimes homes are built in ways which divide us, rather than bringing us together.

In recent years, many developments have been built in our city which in effect segregate private owners and renters from residents of social housing. For example, many developments include separate blocks of social housing, whilst others feature separate entrances for social tenants. These so-called 'poor doors' have been criticised by leading politicians and campaigners, including the new Mayor, as divisive and detrimental to community cohesion.

Action must be taken by City Hall as well as by London Boroughs and our city's housing developers to ensure the houses built today lay the ground for the integrated communities of tomorrow. Enabling superficial interactions, or casual contact, between neighbours from different ethnic, socio-economic and age groups promotes tolerance and begins to create the conditions for meaningful and ongoing engagement between local residents⁴⁰.

This chapter will investigate how present housing and planning laws and practices impact upon levels of integration in our communities, and will make a number of recommendations as to how these could be reformed to promote casual contact between Londoners with different experiences of life. It will outline a number of proposed amendments to the London Plan – the GLA's spatial development strategy, which London Borough planning authorities must generally conform to in shaping their own planning regulations – aimed at:

- Empowering planning authorities to promote social integration.
- Promoting best practice in designing buildings and developments to facilitate cross-community contact.

Empowering planning authorities to promote social integration

In order to maximise the potential of new housing developments to facilitate engagement between neighbours from different backgrounds, City Hall should make a number of amendments to the London Plan.

The Challenge would suggest that the new Deputy Mayor for Social Integration, Social Mobility and Community Engagement should work with colleagues to amend policy 3.9 of this document to incorporate a focus on promoting interaction between people from different walks of life within its definition of 'mixed and balanced communities'.

A 'mixed and balanced' community is defined within the current London Plan as one featuring a mix of tenure types and household incomes. This should be updated to reflect a commitment to the principle that the health and strength of our communities is less dependent on whether neighbourhoods are mixed on paper than whether Londoners from different backgrounds who live side-by-side actually meet and mix in day-to-day life.

City Hall should additionally amend this policy to require London Borough planning authorities to consider whether proposed developments will facilitate or create roadblocks to social integration. During his Mayoral campaign, Sadiq Khan



“City Hall and London Boroughs must act to ensure the houses built today become the integrated communities of tomorrow.”

⁴⁰ Leyden, K.M (2003) 'Social Capital and the Built Environment: The Importance of Walkable Neighborhoods', *American Journal of Public Health*, 93: 9, 1546-1551

COMMUNITY-PROOFING LONDON'S HOUSING AND PLANNING LAWS

pledged to ban poor doors in London – his administration should now introduce this requirement in order to fulfil this commitment and regulate against other design features which exacerbate social segregation and undermine trust in our communities ('community-proofing' planning laws).

Through enshrining the value of social integration in the London Plan, the Deputy Mayor could provide London Boroughs with the ability to properly evaluate the potential impact of planning proposals on the health and strength of our city's diverse communities, and reject applications which would fragment rather than unify Londoners from different backgrounds.

Promoting best practice in designing buildings and developments to facilitate cross-community contact

City Hall should amend the London Plan to promote best practice in designing buildings and developments to stimulate social integration. Whether in the form of the increased up-front investment required to build high-quality homes or subsidised maintenance charges for shared utilities and facilities, constructing developments to reflect these principles will inevitably result in increased costs for both the state and housing developers. Mayor Khan and his team must weigh these short-term costs against the longer-term economic and social risks posed by increased social segregation and reduced community cohesion. In the context of the housing crisis and economic challenges facing our city, this will necessitate careful deliberation and difficult decisions. Nonetheless, the Mayor must prioritise building communities as well as houses, and City Hall should take action to incentivise housing associations and developers to:

Pepper-pot social homes – A pepper-potted development is one in which social housing is 'sprinkled' amongst privately-owned housing. In other words, a development featuring separate blocks for social and privately owned housing would be considered mixed-tenure but not pepper-potted. The pepper-potting of houses of different tenure types was previously championed by Mayor Ken Livingstone during his time in City Hall, but this policy was dropped under Mayor Boris Johnson.

In order to effectively promote pepper-potting, Mayor Khan's administration must take public misconceptions regarding this approach head on. It is often argued that pepper-potting reduces the value of privately owned properties. Independent research suggests, however, that if the design and quality of the overall development is of a high standard, pepper-potting doesn't impact on property prices⁴¹.

Moreover, over the last twenty years, the traditional bi-tenure model of owner-occupation and social rent has been disrupted as the private rented sector has boomed. Whilst the high-turnover of private rented sector tenants may pose challenges for community cohesion, the impact of the right-to-buy and the resulting increase in privately rented properties has also meant that many developments have become organically pepper-potted⁴². If nothing else, this progression has served to prove that developers can cope with the more complicated and costly management processes necessitated by pepper-potting, which have been highlighted by political opponents of the approach in the past.

“London Boroughs must be given the ability to reject applications which would fragment rather than unify Londoners from different backgrounds.”

⁴¹ Harrison, S (2015), Tenure integration in housing developments: A literature review, Milton Keynes: NHBC Foundation, Page 5

⁴² Rowlands et al (2006) More than Tenure Mix: Developer and Purchaser Attitudes to New Housing Estates, York: Joseph Rowntree Foundation

COMMUNITY-PROOFING LONDON'S HOUSING AND PLANNING LAWS

City Hall might consider reforming planning laws to encourage pepper-potting particularly in those categories of buildings and developments which are most often segregated by tenure type. Research by the social enterprise Create Streets suggests that social tenants are often ghettoised within high-rise buildings. In 2001, according to census data, 19% of households in England and Wales were in the social rented sector. However, these households accounted for 48% of those on or above the second floor of a building, 56% of those on or above the third floor, and 71% of those living on or above the fifth floor⁴³. This high concentration of one type of housing stock on single floors clearly reduces opportunities for contact with neighbours belonging to a different socio-economic group.

Include shared entrances, utilities and facilities – Developers should seek to provide neighbours from different tenure groups (and indeed the same tenure group) with opportunities to bump into one another and meet and mix. This can be achieved through building shared lobbies, corridors and lifts. Creating these opportunities for regular low-level interaction is vital to maximising the integration impact of new developments. Where pursuing this approach isn't possible, shared building facilities, such as common rooms or gardens, open for the use of all residents can help people from different sections of the local community to connect with one another.

Adopt a 'tenure-blind' approach – Studies have shown that eradicating architectural distinctions between properties of different tenure types facilitates the formation of strong neighbourly ties between people with different experiences of life⁴⁴. This is not only as this approach prevents residents from differentiating between social and privately-owned homes and so discourages them from forming preconceptions of their neighbours, but as it encourages feelings of equality which are associated with responsible attitudes towards communal spaces and facilities.

Construct properties of a range of types and sizes – Enabling residents to move between different properties within the same development as they age and as their housing needs change increases the likelihood of their investing time and energy in their local area, and generates the sense of stability which underpins strong community identities⁴⁵. Accordingly, City Hall might consider strengthening policy 7.1 of the London Plan, which sets out a series of principles designed to deliver 'lifetime neighbourhoods', to more stringently compel developers to include properties of a range of types and sizes in proposals for new developments.

In addition to building design, the shape and feel of the estates and developments on which urban properties sit can have a considerable impact on levels of engagement between residents of all backgrounds. The Challenge would suggest that Mayor Khan's team should amend the London Plan and use the platform of City Hall to encourage housing associations and developers to incorporate the following features and design elements into new developments:

Integrated play areas – Mixed-tenure developments with built-in play areas can help children from different tenure types and different social and ethnic backgrounds to strike up friendships. Furthermore, studies show that parents are more likely to develop new social connections through their children's friendships than through work or their own hobbies⁴⁶.



43 Boys-Smith, N and Morton, A, Create Streets: Not just multi-storey estates, London: Policy Exchange

44 Harrison, S (2015), Page 4

45 Harrison, S (2015): Page 4

46 Lester, S and Russell, W (2008), The importance of play in children's lives, London: Play England, Page 71

CASE STUDY **LEGACY FOUNDATION**



West Ham Midfielder Mark Noble has said that the phrase ‘All Ball Games Allowed’ captures the spirit at the heart of the Legacy Foundation housing initiative, which he founded alongside fellow footballers Rio Ferdinand and Bobby Zamora. Through working with private investors, developers and councils, the Foundation aims to create affordable housing and promote cohesion through on-development sporting and community facilities.

All three football stars grew up in social housing, and Noble remembers how often he had to move around Newham. These communities – not ‘estates’ – will be purposefully designed so as to instil what he felt was lacking in his own upbringing: community, continuity and longevity.

Whilst the Legacy Foundation will work with developers, private investors and local authorities to shape each of its projects around local needs, it will work towards a target of 40% social, affordable, or key worker housing within each development. In addition, the Foundation will aim to ensure that its developments are both pepper-potted and tenure blind. Councils will retain ownership of the land to ensure

families and individuals are able to put down roots and build and maintain a sense of community identity over time.

Noble, Ferdinand and Zamora have pledged that income generated by the Foundation’s developments will be used to fund on-site sports and community activities in order to promote engagement between residents.

COMMUNITY-PROOFING LONDON'S HOUSING AND PLANNING LAWS

Front gardens – Front gardens facilitate social contact between neighbours, and have been shown to contribute to a sense of community⁴⁷.

Spaces for social activities – For example, community halls or cafes⁴⁸.

Walkways – Walking to and between local facilities increases incidents of casual contact between neighbours⁴⁹.

Flexibly-designed community gardens – Designing community gardens in a manner which enables gardeners to apportion and shape allotments to suit their own needs maximises the likelihood of a wide range of residents making use of them and continuing to do so as time goes by and their abilities and needs change⁵⁰. These spaces should also include facilities affording opportunities for informal and social contact, such as benches and picnic tables.

Built-in amenities – Locating amenities such as local shops and a post office within a development can significantly increase the likelihood of neighbours bumping into one another on a regular basis⁵¹.

The new Deputy Mayor should additionally push housing associations and developers to play an active role in the development of community identity within new developments. They might explore how City Hall could create new incentives for developers to:

Run behaviour-orientated community consultations – Particularly in the case of regeneration projects, planning authorities should urge developers to consult extensively with the existing or intended population of the development in question – not just on matters of design, but also on the kind of community which they would like to live in and how this could best be achieved. For instance, in order to promote a sense of common ownership and mutuality, residents could be encouraged to participate in surveys as well as discussion groups aimed at crowdsourcing a set of community rules and goals .

Support Tenants and Residents associations (TRAs) – TRAs provide an important forum through which diverse communities come together to discuss neighbourhood issues. Housing associations should provide funding and support to establish TRAs in new developments and invest in TRA-administered programmes aimed at strengthening community feeling – such as volunteering schemes and community clubs.

“Housing associations and developers have an active role to play in the development of community identity.”

47 Commission for Architecture and the Built Environment (CABE) (2005) *What Home Buyers Want: Attitudes and Decision Making Among Consumers*. London: CABE, Page 17

48 Bernstock P (2008) *Neighbourhood watch: Building new communities: learning lessons from the Thames Gateway, Shelter*, London

49 Allen, C, Camina, M, Casey, R, Coward, S and Wood, M (2005) *Mixed Tenure Twenty Years On: Nothing Out of the Ordinary*. York: Joseph Rowntree Foundation, Page 44

50 Caistor-Arendar L, Beard, S, Karthaus, R, and Woodcraft, S, (2015), *L&Q shared outdoor spaces: what works?*, L&Q, London

51 Bernstock (2008) notes that community facilities should be provided from the outset, as a delay in providing them, or allowing the market to produce them in a piecemeal way, damages the potential for a shared sense of social connection.

CASE STUDIES GREENWICH MILLENNIUM VILLAGE AND KNIGHTSTONE HOUSING ASSOCIATION

Image copyright Greenwich Millennium Village



GREENWICH MILLENNIUM VILLAGE

Greenwich Millennium Village is a sustainable development which has been designed to foster a strong community spirit in a diverse area of London.

Homes of different tenure types have been built to surround garden squares and public spaces, whilst tree-lined streets join the development's neighbourhoods together. A village square lies in the centre of the development, only a few minutes' walk from each house. This is equipped with pop-up power and water supplies, so it can be easily converted into a market. In keeping with the 'village' atmosphere, the development includes a primary school, health centre and Sainsbury's supermarket.

Copyright Knightstone Housing Association



KNIGHTSTONE HOUSING

Knightstone Housing Association operates in Somerset and the West of England. The association invests £300,000 annually into a grants programme supporting residents to access skills training and run community developments projects in their neighbourhoods.

Knightstone also works in partnership with not-for-profit agencies to run volunteering programmes which enable residents to interact with neighbours and build a sense of community. The association is currently administering a NOCN-accredited Community Leadership course, through which fifteen residents are working towards an NVQ Level 2 in Community Development. In addition, in one of their flagship Taunton housing developments, Knightstone have run ESOL classes for Polish residents – providing an important boost to community integration.

4.

**Creating
twenty-first
century community
institutions**



CREATING TWENTY-FIRST CENTURY COMMUNITY INSTITUTIONS

Strong communities are borne of shared experiences. Casual contact between neighbours creates the conditions for dialogue and trust in our communities but – in order to forge real bonds of trust between Londoners – those from different ethnic, socio-economic and age groups must be provided with more reasons and incentives to come together to meaningfully interact within their neighbourhoods. An effective strategy to build a more integrated London should encompass reforms to and investment in our city's social as well as physical infrastructure.

The last half century has seen rapid declines in membership of and affiliation to those civic institutions and congregational spaces which once bridged social divides, such as the organised church, community social clubs, political parties and pubs. In their place, policymakers must fuel the growth of new institutions promoting a sense of rootedness and active participation in community life.

The Challenge believes that policymakers at all levels of government should invest the same level of commitment, energy and thought into modernising and revitalising our communities as they do our public services and businesses. City Hall's aim should be to incubate and rapidly grow programmes which succeed in stimulating cross-community contact and active citizenship. The new Deputy Mayor for Social Integration, Social Mobility and Community Engagement must disrupt the commonplace conjecture that just because community initiatives work at the local level they must be built from the bottom up – in some cases, a centrally-driven approach will be necessary to deliver real change.

We have argued that a big part of the Deputy Mayor's job should be to seek out and grow successful neighbourhood and borough-level programmes which promote contact between Londoners from different backgrounds and walks of life. In this chapter, we outline a number of policy proposals building on ideas and initiatives which have been shown to boost levels of social integration within communities across London.

In order to create the new community institutions and build the bonds of trust and strong social ties which our communities will need to flourish in the future, the Deputy Mayor should explore measures aimed at:

- Making volunteering a rite of passage for young Londoners.
- Setting up cross-community sports leagues.
- Revitalising shared spaces.
- Using digital technology to grow community support networks.
- Applying an 'integration test' to publicly-funded religious and cultural events.

Making volunteering a rite of passage for young Londoners

Studies show that participating in volunteering programmes encourages young people to actively engage with members of their community (both service users and fellow volunteers) whom they wouldn't otherwise come into contact with⁵².

In order to make volunteering a rite of passage for all young Londoners, City Hall should make young people's access to the 16+ Zip Oyster photocard dependent on their participation in a volunteering scheme within their local community.

52 Hothi, M (2007), Neighbourliness + Empowerment = Wellbeing: Is there a formula for happy communities?, The Young Foundation

CREATING TWENTY-FIRST CENTURY COMMUNITY INSTITUTIONS

This photocard is currently offered free of charge to 16-18 year olds and enables discounted travel on London transport. In addition to encouraging teenagers to participate in the life of their community and to meet and mix with people from different walks of life, this would help to instil the value of volunteering and active citizenship in Londoners at a young age⁵³.

Through incubating and part-funding The Challenge's HeadStart programme, City Hall has already helped to develop a system for recruiting and supporting teenagers to volunteer in their communities, matching them with local charities and tracking and rewarding their voluntary work. The Deputy Mayor should now work in partnership with charities and community organisations to expand the provision of incentivised volunteering schemes of this sort.

In order to accomplish this, City Hall could award Zip Oyster cards to young people taking part in any community volunteering programmes such as National Citizen Service, The Scouts or local projects. GLA policymakers might also work with charities, local authorities and schools to build on the HeadStart model. With the right resources and support, teenagers could temporarily transform local streets into vibrant neighbourhood spaces – organising a Play Street scheme – through which a residential street is temporarily closed to traffic in order to allow children to play safely in a supervised setting – or a community picnic. City Hall could commission charities to create resource packs which teenagers could draw on to investigate local needs, think creatively and solve problems.

Setting up cross-community sports leagues

The Challenge's experience of programme design has taught us that confronting participants with a shared challenge – an obstacle which can be more easily overcome through teamwork than individual effort – is often key to inspiring previously unlikely friendships. From Kenya to Northern Ireland, team sports contests have built bridges between communities by fostering a culture of co-operation and friendly competition⁵⁴. Indeed, studies show that the emotions incited by playing sports can accelerate the bonding process and reduce anxiety⁵⁵.

During his Mayoral campaign, Sadiq Khan pledged to 'set up community sports leagues bringing together kids from different communities'⁵⁶. So as to fulfil this commitment, the Deputy Mayor might explore working with London Boroughs and professional sports associations to establish a competitive socially-mixed multi-sports tournament for children aged 11-16 – a League of Londoners.

This League might operate on a similar model to the successful Street League initiative⁵⁷. Upon signing up to play football, cricket or basketball, participants would be placed in age-specific, socially-mixed teams with teenagers living within their local borough but attending a different school. As PeacePlayers have demonstrated through their work (see case study, page 39), this works best when young people from different backgrounds play on the same team, rather than opposing teams. These teams would then compete against one another in a series of intra-borough games on a weekly basis, after which point each borough league would be split into a top and bottom half. These split-leagues would then be merged with a counterpart in a neighbouring borough. Winners of these inter-borough leagues would join a Champions Cup competition in which

“All levels of government should invest the same level of commitment and energy into modernising and revitalising our communities as they do our public services and businesses.”

53 Booth, C et al. (2014), Ipsos Mori: National Citizen Service 2013 evaluation

54 Ramsbotham, O, Woodhouse, T and Miall, T (2011), *Contemporary Conflict Resolution*. Cambridge: Polity.

55 Ibid.

56 London Labour (2016), Speech by Sadiq Khan, Labour's Mayoral Candidate for London, to the House of Commons Press Gallery

57 For more on the Street League initiative see <http://www.streetleague.co.uk/about-us> (accessed 12/08/2016)

CASE STUDY HEADSTART



Image copyright Greenwich Millennium Village/

YOUNG PEOPLE VOLUNTEERING WITH HEADSTART

Through HeadStart, The Challenge recruits 16 to 18-year olds to complete a minimum of 16 hours of volunteering within their local communities. In return, these young people are invited to attend skills development, communications coaching and interview preparation workshops. They are also guaranteed an interview for Saturday and seasonal jobs with one of the scheme's corporate partners, such as Starbucks, New Look and Lloyds Banking Group.

As a result, young people gain employment opportunities and skills, businesses gain access to a pool of young staff who have developed valuable soft skills through voluntary work and communities become more cohesive.

Over 3,000 teenagers have taken part in HeadStart since its launch in

2013, completing over 55,000 hours of volunteering with over 230 charity partners based across London.

Mia volunteered for 22 hours at Clapton Park Play and Youth Project, helping to run activities for younger children. Following the completion of this placement, she secured a role at the Brushfield Street Starbucks store.

Commenting on her participation in the programme, Mia said:

"HeadStart was such a great experience. I've learnt that volunteering can be so much more fulfilling and enjoyable than I ever thought it could be – it's also given me so many great examples for my interview and built my confidence through interacting with so many different people. I will definitely continue volunteering!"

The workshops taught me how to convert my experiences into solid examples and how to present myself in an interview. They also made me feel a lot more prepared and less nervous for the actual Starbucks interview which I think is what got me the job!

I've then gone on to learn so much in such a short space of time working at Starbucks - the manager and my fellow Baristas have been incredibly welcoming and supportive."

CREATING TWENTY-FIRST CENTURY COMMUNITY INSTITUTIONS

they would play against successful teams from other parts of London. The final could be held in a prestigious venue such as Wembley, Stamford Bridge, The Oval or Twickenham.

In contrast with a Norway Cup-style residential tournament⁵⁸, this seasonal league format would encourage young people to build the new friendships formed through their participation in the League of Londoners into their everyday lives. This initiative could be rolled out through London schools to pupils in years seven to eleven, giving younger children the chance to participate in the annual competition for up to five years.

Revitalising shared spaces

Across our city and country, community groups and social entrepreneurs are developing innovative ways of better utilising public spaces and meeting places to bring together communities. The Deputy Mayor should work with London Boroughs to support the growth of ideas and initiatives enabling Londoners to temporarily repurpose our city's streets, parks and school gates as hubs of community activity and in so doing create new community institutions.

In addition to using the platform of City Hall to directly promote these initiatives to Londoners, the Deputy Mayor should work with colleagues to:

- Develop toolkits to assist groups of neighbours to organise community picnics and street parties, and work with London Boroughs to ensure this process is as simple as possible in all areas of our city.
- Utilise section 3.6. of the London Plan – which aims to ‘ensure that all children and young people have safe access to good quality, well-designed, secure and stimulating play and informal recreation provision’ – to support the growth of Play Street schemes.
- Modify the design of informal meeting spaces so as to facilitate people meeting and mixing.

Using digital technology to grow community support networks

City Hall should develop a strategy for the growth of community-orientated ‘sharing economy’ initiatives such as community cooking co-operatives like Casserole Club or the website Street Bank (through which users can offer to lend goods or services to neighbours.)

These schemes utilise the internet and social media to pool community resources – bringing people face-to-face with their neighbours – and temporarily transforming living rooms, gardens and kitchens into community spaces – whilst driving down participants’ living costs.

The Deputy Mayor should investigate the viability of City Hall investing in the development of smartphone apps to increase levels of participation in initiatives of this sort. Existing networks such as Facebook, Twitter, and Instagram are also well-suited to foster online to offline communities – and the Deputy Mayor should look into how Londoners could make best use of these existing platforms.

“Confronting people with a shared challenge is often key to inspiring previously unlikely friendships.”

58 For more on the Norway Cup initiative see <https://norwaycup.no/en/about-norway-cup/> (accessed 13/08/2016)

CASE STUDY **PEACEPLAYERS**



PEACEPLAYERS

PeacePlayers operate in areas of division across the world, creating a safe space for young people to meet, mix and form bonds with people from different cultural backgrounds through basketball.

The PeacePlayers deliver peace building and conflict resolution programmes through sport, aiming to teach children the value of teamwork, tolerance and trust. Children are placed in mixed teams with others of different religions and ethnicities, so that they can compete with rather than against each other. Teenage participants are able to join a Leadership Development Program, providing integrated basketball and leadership training. Adult volunteers act as assistant coaches and run social action projects with the young people. PeacePlayers also run training courses in the UK which explore how sport can be used to promote and celebrate diversity.

The organisation was set up by two brothers, Brendan and Sean Tuohey, in Durban, South Africa. Today, PeacePlayers run projects both in countries whose histories have been shaped by conflict between ethnic and faith groups – including Cyprus, Northern Ireland and Israel – and in

cities characterised by low levels of social integration, such as Washington DC and Kansas City. An independent study by researchers at New York University found that the Twinning Programme, which brings together young people from Catholic and Protestant families in Northern Ireland, successfully promotes positive contact and the development of shared personal histories between people from different cultural backgrounds. In Israel, Jewish children recorded lower feelings of ethnocentrism following their participation in the programme, whilst a majority of Arab participants expressed a wish to repeat the experience in future.

GLA policymakers should consider whether the successes of this programme might be replicated in our city through a League for Londoners cross-community sports league.

CASE STUDIES **THE BIG LUNCH AND PLAYSTREETS**



THE BIG LUNCH

The Big Lunch was set up with one aim: to get as many people as possible across the UK to have lunch with their neighbours annually. Since 2009, Big Lunches have taken place across a diverse array of communities, with 7.29 million people joining in last June. Its founders, The Eden Project, set up the initiative in order to counteract the increasing fragmentation of British communities. The Eden

Project believes that the connections created by just one shared meal can be instrumental in strengthening community ties.

'Something magical happens when people share a meal', says Karen from Cardiff. She is one of four women of diverse ages who formed lasting friendships following their Big Lunch experience. For the older

women, the experience has led to a sense of increased security: 'There's comfort in knowing that you have people all around you who you can call on if there's an emergency'. The younger women say that they value the meaningful relationships and sense of belonging which they have acquired through their involvement with The Big Lunch.



PLAYSTREETS

Play Street schemes temporarily restrict traffic on residential streets to local residents only, allowing children to play safely on urban roads, and neighbours from all walks of life to get to know each

other better. Facilitated in the capital by London Play, but ultimately organised and run by the communities in which they take place, Play Street schemes are already popping up in boroughs across our city.

London Play runs a Facebook-based support forum for interested parents and community groups and provides online and practical resources (including how-to guides, high-visibility vests and play equipment.) Access to more intensive training and

support is available through an advocacy worker funded by The Big Lottery.

Organising a Play Street event is a low-cost and highly effective way for neighbours to build a sense of community on their street. In addition to facilitating engagement between neighbours from different ethnic and socio-economic groups, Play Street schemes can also generate active intergenerational participation in neighbourhood affairs.

CASE STUDY **COMMUNITY LINKS**



COMMUNITY LINKS

The Newham-based charity Community Links has conducted research demonstrating the power of well-designed informal meeting spaces (or ‘bumping places’) to inspire connections between local people⁵⁹. For example, if school gates are designed in a manner allowing for conversation between parents – through the installation of a rain shelter or benches for use by parents – the resulting regular and sustained informal contact can lead to the development of friendships between families from different cultural backgrounds⁶⁰.

Interviews by the charity reinforced the findings of this research. One mother, commenting on the school gate as a meeting place, stated: ‘It brings together a diverse group of people, but you do have something in common. It’s not like standing next to someone on the train, you know you have a child in common and you have an institution in common.’⁶¹

59 Price, L (2015), *Incidental connections: an analysis of platforms for community building*, London: Community Links

60 Ibid.

61 Ibid. (Page 27)

CREATING TWENTY-FIRST CENTURY COMMUNITY INSTITUTIONS

CASSEROLE CLUB

Casserole Club was created to connect people who like to cook for others with their older neighbours. Today, Casserole Clubs have 7,000 members across England and Australia.

This simple idea takes an everyday activity and transforms it into one that connects local communities. With few requirements about how and when extra portions of food are shared, Cooks and Diners can choose the meal sharing arrangement that works best for them.

Maria from High Barnet is unable to cook for herself anymore, and due to allergies has found it difficult to find food she can eat. Since meeting local Cook Olena through Casserole Club, she has benefited both physically and psychologically from receiving regular, healthy, home cooked meals from a neighbour. She says: 'If you're isolated, you really don't want to eat anymore. So having food, eaten in pleasant company and in a pleasant way, is so much healthier and beneficial to the whole body'.

“Religious and cultural celebrations can be brilliant opportunities to bring people together and strengthen community spirit, but can also reinforce barriers between communities and breed resentment.”

Applying an 'integration test' to publicly-funded religious and cultural events

Religious and cultural celebrations can be brilliant opportunities to bring people together and strengthen community spirit, but they can also reinforce barriers between communities and breed resentment. It is not uncommon for people to feel alienated by and unwelcome at nominally public celebrations rooted in religious and cultural traditions other than their own – even if the party takes place on their street or in a communal space.

The Deputy Mayor should push all London Boroughs to adopt the policy approach of Newham council, which only funds community events such as street parties if organisers can demonstrate that they have a plan to involve local residents of all backgrounds⁶². This would involve applying an 'integration test' to applications for public funding or space by groups seeking to host a community event.

City Hall should also continue to utilise GLA-sponsored celebrations of religious holidays to build bridges between Londoners from all ethnicities and faiths, as in the case of the Eid Al-Fitr festival recently held in Trafalgar square. During this one-day festival, Mayor Khan participated in events celebrating the Christian and Hindu faiths as well as Islam⁶³.

62 Wind-Cowie, M (2014) 'On the ground 2: Tower Hamlets and Newham' in Goodhart, D (ed), Closing the gap between the seminar room and the wider public debate on integration: mapping integration, London: Demos (Page 101)

63 Mortimer, C (2016), 'Ramadan 2016: Sadiq Khan wants to use Islamic holy month to reduce suspicion of Muslims', The Independent, Sunday 5 June 2016

5.

**Creating the
conditions for
migrant integration**



CREATING THE CONDITIONS FOR MIGRANT INTEGRATION

A common metaphor for the integration of migrant groups is that of a two-way street – responsibility for successful migrant settlement does not rest solely with migrants, but also with the ‘host community’. This allegory is particularly apt if migrant integration is conceived of not just as the development of shared norms and behaviours, but as the result of members of migrant groups and the host community meeting, mixing and leading interconnected lives.

Unfortunately, the barriers preventing both migrants and long-term Londoners from striding confidently down this two-way street are numerous. A number of London’s migrant communities have developed exclusive social networks and alternative labour markets – entrenching patterns of segregation to the point that second and third generation migrants continue to hunker down in culturally homogenous social networks – and many migrants face distinct challenges including comparatively poor English language skills and a lack of knowledge and understanding of cultural practices⁶⁴.

Boosting levels of contact and building trust between migrants and members of the city’s host communities will, therefore, require a concerted drive on the part of the Mayor and new Deputy Mayor for Social Integration, Social Mobility and Community Engagement. Indeed, whereas the model of multiculturalism implemented by successive governments has arguably led to migrants and Britons leading parallel rather than shared lives, the task before policymakers in 2016 is to develop a form of multiculturalism which delivers diversity within, rather than between, groups – which unifies rather than fragments our diverse society.

This chapter will propose a number of policy solutions which City Hall could enact in order to promote meaningful engagement between migrants and long-term Londoners. The implementation of these ideas will, however, be complicated by the tangled division of integration policy powers within government – with the Home Office and Department for Communities and Local Government as well as agencies including the UK Border Agency and the Government Equalities Office all holding relevant responsibilities. This is compounded by the lack of an agreed view as to the role of local government in this area. The Challenge would suggest that, in order to design and deliver an effective migrant integration strategy for our city, Mayor Khan must prioritise securing more control over relevant policy powers as part of London’s upcoming devolution negotiations with Whitehall.

In addition, we believe that such a strategy must involve:

- Joining up services for migrants.
- Expanding English for Speakers of Other Languages (ESOL) provision.
- Reforming the citizenship process.
- Launching community mentoring programmes for new migrants.
- Importing ideas for integration initiatives from other world cities.

Joining up services for migrants

The Deputy Mayor should aim to join up and expand city-level services commonly accessed by new migrants in order to smooth the process of settling in London and encourage new arrivals to play an active part in the life of their community. One model which City Hall should examine is the Mayor’s Office for Immigrant



“There are numerous barriers preventing both migrants and long-term Londoners from striding confidently down a two way street towards successful integration.”

64 Mallows, D (ed.), (2014) Language issues in migration and integration: perspectives from teachers and learners, London: British Council

CREATING THE CONDITIONS FOR MIGRANT INTEGRATION

Advancement (MOIA), which the city government of Boston, Massachusetts established in 1998 in order to streamline access to services for new migrants administered by multiple departments and advocate for migrants across the city. In the years which have passed since its founding, the MOIA has acted as a catalyst for increasing civic engagement and English language learning amongst migrants and has improved established Bostonians' attitudes towards migrant groups⁶⁵.

MAYOR'S OFFICE FOR IMMIGRANT ADVANCEMENT, BOSTON, USA

The MOIA is a municipal agency dedicated to welcoming newcomers to Boston, Massachusetts and helping them to get established in the city. The Office acts as a hub of services for migrants and provides easy access to facilities including a pool of interpreters fluent in 17 languages, free legal advice relating to migrants' rights and discrimination and ESOL classes.

MOIA supports the work of all city government departments and co-ordinates joint action by municipal agencies. Services are provided by a team of paid staff assisted by some 60 volunteers, ranging from community workers to immigration attorneys. In addition, the Office serves as an advocate for immigrants citywide, and monitors the changing needs of Boston's immigrant communities. Policy priorities and initiatives are shaped to reflect the needs of end-users, established through surveys and focus groups.

Some current programs include a Volunteer Interpreter Pool with 24 languages for informal interactions with city government; free consultations on immigration law; materials and workshops on naturalization and financial empowerment at Immigrant Information Corners in the public libraries; the We Are Boston gala, which celebrates diversity and heritage and to raise funds for immigrant-serving organizations; community education about scams; and advisory and financial support for English for New Bostonians, a public-private-community collaboration increasing access to English classes for adults.

Expanding ESOL provision

Since 2007, successive governments have repeatedly cut funding for English for Speakers of Other Languages (ESOL) programmes⁶⁶ – significantly limiting the ability of new migrants and members of host communities to relate to and identify points of connection with one another.

In January 2016, then-Prime Minister David Cameron made headlines by announcing £20 million of new funding for ESOL classes for Muslim women. ESOL advocates' enthusiasm at this announcement was, however, dampened somewhat as it came just six months after an announcement that the then-Department for Business, Innovation and Skills would withdraw all funding for ESOL classes (totalling £45 million).

Speaking English is the key to full participation in our society and economy, and is a prerequisite for meaningful engagement with most British people. Whilst The Challenge fully supports the work of organisations such as Action for ESOL (AFE), which represents a group of more than 15 organisations campaigning for greater

⁶⁵ Mayor's Office of New Bostonians, Impact, <http://www.cityofboston.gov/newbostonians/about/impact.asp> (accessed 08/07/2016)

⁶⁶ Paget, A and Stevenson, N (2014), Making ESOL policy work better for migrants and wider society: On speaking terms, Demos: London

CREATING THE CONDITIONS FOR MIGRANT INTEGRATION

funding for English-language teaching, we also believe that ESOL provision has been unduly impacted on by seesaw funding patterns.

We would, therefore, urge City Hall to explore innovative policy ideas to increase the availability and take-up of English language classes during an era of reduced public spending.

If the Mayor succeeds in his campaign to acquire the power to vary business rates from Whitehall, City Hall might consider offering a degree of business rate relief to companies who sponsor their employees to participate in ESOL programmes or even to host classes in the workplace. Workplace-based learning has been shown to be a particularly effective means of encouraging young men from Eastern Europe to learn English.

What is more, London is home to world class universities. The Deputy Mayor should harness the possibilities presented by this – working with London's higher education institutes to open up their world-leading facilities to ESOL course providers outside of term-time as well as in the evening and at weekends. Universities might also encourage students, staff and graduates to act as voluntary ESOL tutors.

GLA policymakers should also consider measures to ensure that migrants are presented with opportunities and reasons to use English outside of the classroom. The Deputy Mayor might consider convening a commission on community-based English language learning. This commission would be charged with making practical recommendations to help City Hall and London Boroughs foster socially enabling environments in which migrants could both learn and practice English language skills.

ESOL TUTORS AT ROYAL HOLLOWAY, UNIVERSITY OF LONDON

Since 2002, Royal Holloway, University of London has run a programme through which students teach English to refugees and asylum seekers aged 15-18 and living in care. This scheme aims to enable the teenagers to grow in confidence and improve their communication skills, and won Higher Education Volunteering Awards in both 2007 and 2008.

It was launched by a group of Royal Holloway students, who formed a partnership with the Hillingdon Social Services Asylum Team to deliver twice-weekly tutoring sessions. Over 200 Royal Holloway Community Action student volunteers have taken part since the programme was established – supporting over 250 young refugees and asylum seekers and providing more than 700 hours of ESOL tutoring to date.

Young refugees and asylum seekers often feel isolated upon arriving in the UK. The scheme's organisers say that forging relationships with British students helps them to develop a sense of belonging within their new community, as does improving their command of the English language.

CREATING THE CONDITIONS FOR MIGRANT INTEGRATION

NIGHTINGALE MENTORING NETWORK

The Nightingale Mentoring Network was formed in 1997 in Malmö, Sweden to facilitate positive and meaningful contact between university students and school children. The project pairs student mentors with children aged 8-12. The mentor and the child get together for 2-3 hours once a week for an extended period between October and May.

The project aims to build confidence in the mentored children – many of whom are from migrant families – and to provide student participants with an insight into the child's life as well as increased knowledge, understanding and empathy for people who lead lives completely different to their own.

In recent years, the Network has expanded throughout Sweden and to Norway, Finland and Spain.

“The Mayor should negotiate more control over the policy powers required to deliver an effective migrant integration strategy.”

Reforming the citizenship process

A number of policy experts have argued that the sense of instability within communities which results from rapid demographic ‘churn’ contributes to negative attitudes towards immigration⁶⁷. In an attempt to address this issue, a number of European countries have sought to encourage migrants to ‘settle’ in communities through promoting pathways to citizenship⁶⁸. Multiple think tanks and advocacy groups have called on the British government to follow suit, and the Mayor might consider lobbying the government to reduce naturalisation fees. The cost of this fee was recently increased to just under £1,200 – over six times that of countries such as Germany and Canada⁶⁹. City Hall should also, however, seek to maximise the integration impact of citizenship pathways.

The extent to which the current process of becoming a British citizen actually promotes integration (measured as engagement with Britons from other backgrounds) is uncertain. The UK citizenship test was reformed in 2013 to focus to a greater extent than previous versions on British's historical achievements, and has been roundly criticised in media reports as irrelevant to everyday life in modern Britain⁷⁰.

Indeed, this arguably reflects a broader problem related to the UK's historic approach to integration policy. Successive attempts to impose a set of fixed British values across entrenched social divisions have failed. It is clear that we need a national story of twenty-first century Britishness, but this must be shaped by communities across the country as well as by politicians in Whitehall. Rather than merely telling people what unites them as Britons, policymakers should also seek to create opportunities for Britons of all backgrounds to work it out for themselves. Especially in an age characterised by rising mistrust of public institutions, how we talk about and describe ourselves as a country should be crowd-sourced and not centrally imposed.

67 Griffith, P and Halej, J (2015), *Trajectory and Transience: Understanding and addressing the pressures of migration on communities*, London: IPPR

68 Ibid.

69 Griffith, P (2014), 'More migrants are becoming British citizens. And it could help to calm concerns about immigration', *Left Foot Forward*, 22 November 2014

70 Hasan, M (2012), 'The citizenship test makes a mockery of Britishness', *The New Statesman*, 4 July 2012

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The process of becoming a British citizen should, then, involve not just learning about the history and culture of our country in the abstract, but also meeting and mixing with British people. We believe that there are a number of steps which could be taken to refashion the process of becoming a UK citizen as a platform for cross-community contact, and that these reforms could be more effectively implemented at the city-level than by the government. The Challenge would, accordingly, urge Mayor Khan to campaign for the devolution of significant citizenship policy powers to City Hall, and to investigate implementing the following reforms to this process:

Make the citizenship test about London

Through adapting the citizenship test to pose questions about modern-day London and its communities in addition to those regarding British history and the monarchy, policymakers could better equip citizens-in-training to navigate life in the capital. This would also encourage migrants to develop a sense of attachment to their local community as opposed to an abstract idea of the British nation.

Increase the visibility of citizenship ceremonies

Citizenship ceremonies have the potential to promote positive attitudes towards diversity and to reinforce the notion that new citizens are entering into a reciprocal contract with their community. Too often, however, these events are held in Town Halls away from public view. City Hall might encourage London Boroughs to hold citizenship ceremonies in settings where they would be noticed by Londoners from all backgrounds, such as our city's great parks, markets and squares as well as schools and the South Bank.

Incentivise citizens-in-training to volunteer

If the Mayor is successful in securing citizenship policy powers through a devolution package, he should consider requiring migrants applying to become citizens to complete a volunteering placement in their local community.

In the immediate term, moreover, the new Deputy Mayor should promote contact between citizens-in-training and long-term Londoners by encouraging the former to participate in volunteering schemes and launching social action initiatives specifically targeted at migrants. Indeed, City Hall might consider offering migrants incentives to volunteer, such as discounted access to leisure centres and sports facilities and ESOL classes.

Launching community mentoring programmes for new migrants

There is strong evidence to suggest that the habits and behaviours which migrants develop during their first few months in the UK are instrumental to the development of cross-community bonds⁷¹. Particularly as migrants who are brand new to the UK are statistically less likely to attend ESOL classes⁷², and are precluded from pursuing UK citizenship, the Deputy Mayor should take special steps to support these individuals to connect with long-term Londoners.

In his book *The British Dream*, David Goodhart proposes that new migrants should be paired with 'buddies', who would introduce them to local services, businesses and community landmarks, and support them to learn English⁷³ (a comparable scheme was launched by TimeBank in 2002 to connect volunteer mentors

71 Spencer, S (2011) *Policy Primer: Integration*, Oxford: Migration Observatory

72 NIACE (2016), *NIACE Committee of Inquiry on English for Speakers of Other Languages: Executive Summary*, Cambridge: Cambridge University Press

73 Goodhart, D (2013), *The British Dream: Successes and Failures of Post-War Immigration*, London: Atlantic Books

CASE STUDY **CANADA'S BUILDING CITIZENSHIP PROGRAMME**



Every year, the Institute for Canadian Citizenship's Building Citizenship programme welcomes and celebrates 3,500 new citizens. The Deputy Mayor should carefully examine the lessons of this initiative in seeking to reform the citizenship process in our city.

The programme relies on a national network of volunteers to organise special community citizenship ceremonies and roundtable discussions in their local area. Through these discussions, new citizens, their friends and families and volunteers share stories and collectively reflect on what it means to be Canadian. Ceremonies are hosted in welcoming public spaces, and roundtable hosts are drawn from the local community – local residents, business professionals and city leaders are often asked to facilitate the conversations.

At these ceremonies, as with all Canadian citizenship ceremonies, new citizens are given access to a Cultural Access Pass, which provides complimentary admission to more than a thousand of Canada's cultural highlights, including museums, art galleries, historic sites and parks. Often, students from local schools attend these ceremonies so as to supplement their social studies curriculum.

CREATING THE CONDITIONS FOR MIGRANT INTEGRATION

with refugees.) City Hall might consider introducing a community mentoring programme of this sort. Indeed, community mentoring initiatives for new migrants have worked well in other counties – the municipal governments of Barcelona and numerous cities in the US (most notably Cupertino, California) have launched programmes through which trained ‘neighbourhood champions’ support new migrants to participate in their community and engage with members of the settled population.

Closer to home, the Newham-based charity Community Links has sought to pilot a softer-touch approach through which established residents lead tours of their local areas for new arrivals from all walks of life. Community Links believes that an initiative modelled on this approach would satisfy both the desire of incomers to get to know and feel at home within their new environment and that of long-term residents to make sense of the changes taking place in their community. The charity emphasises the need to create a sustainable social infrastructure in fast-changing communities, and envisages a model wherein neighbourhood champions would be recruited to lead sessions on a semi-regular basis. These volunteers would be supported to provide new residents with an understanding of the social and economic history of the community around them as well as introductions to local amenities such as restaurants, cafes and shops and practical guidance on navigating life in their new area. The Deputy Mayor might explore whether a community-building programme of this kind could promote engagement between new neighbours from all backgrounds across our city.

The recently announced Community Sponsorship Scheme for refugees in the UK allows community organisations and faith groups to sponsor newly-arrived refugees, supporting their integration into life in the UK. Announced by Home Secretary Amber Rudd, sponsor responsibilities include helping to arrange English language tuition and access to medical and social services. This sort of community-led scheme could prove invaluable in creating the conditions for meaningful contact between refugees and the host community. This model, if successful, should be expanded to support a wider range of newly arrived migrants, not only refugees.

Importing ideas for integration initiatives from other world cities

These are just a few examples of the sorts of policy interventions which City Hall might make in order to build bonds of trust between migrants and members of London’s host communities. Creating new initiatives aimed at promoting meaningful contact between Londoners from all walks of life should be a big part of the new Deputy Mayor’s job. After all, there are simply very few institutions in modern Britain which serve to connect migrants and members of the settled population

Ideas for other integration initiatives will spring from both our city and others facing similar challenges in the era of globalisation. Mayor Khan and his team should aim to both seek out and grow London-based initiatives promoting meaningful engagement between migrants and Londoners and import best practice in integration policy from cities the world over.

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ASSEMBLÉE DES CITOYENS PARISIENS EXTRA COMMUNAUTAIRES (ACPE), CONSEIL DE PARIS

In 2001, the Paris city government established a council of non-EU migrants to ensure all of the city's residents have a voice in its affairs. The makeup of the council reflects that migrants from European Union member states have the right to vote in French local elections, while those from outside the EU do not.

The Citizens Council, initially made up of 90 members and chaired by the Mayor, has over the years advised the Paris City Council on issues such as access to public services, economic development, youth affairs and cultural and political participation.

Most importantly, it has contributed to the development of an increased sense of belonging amongst migrants living in Paris – creating an opportunity for migrants who had previously felt they were living on its margins to participate in the life of the city and to engage in an active dialogue with Parisians of all backgrounds.

The Challenge would urge the Mayor to establish a Citizens Council providing a similar platform for migrants living in London. In the wake of this summer's referendum on Brexit, this Council might be comprised of EU citizens as well as migrants from non-EU member states.

SEMANA INTERCULTURAL: VALLADOLID'S WEEK OF SHARING IDEAS AND CULTURES⁷⁴

The Spanish city of Valladolid takes pride in this cultural festival, which unifies residents from all backgrounds in a celebration of shared traditions and common experiences. Since its establishment in 2004, the Semana Intercultural has become a major event in the city's cultural calendar. Held each autumn, the week-long festival includes a number of activities aimed at raising awareness of different cultures and strengthening intercultural ties.

The city officials who organise the festival go to lengths to involve migrant groups and immigration advocates in order to design a rich programme celebrating the traditions of all the city's residents. Equally, introducing Valladolid's unique culture and history to newer residents is an important element of the festival. For example, in 2012, a literary walking tour through those city streets featured in Miguel Delibes' acclaimed novel *The Heretic* was specifically promoted to recently arrived migrants.

GLA policymakers should work with London Boroughs and arts organisations ranging from the Barbican and Southbank centre to London's many small theatres to involve new migrants in the events, activities and institutions which shape our city's cultural life.

⁷⁴ Cities of Migration (2012), *Semana Intercultural: Valladolid's Week of Sharing Ideas and Cultures*, http://citiesofmigration.ca/good_idea/semana-intercultural-valladolids-week-of-sharing-ideas-and-cultures/ (accessed 22/07/2016)

6.

**Ensuring
London's public
services bring
people together**



ENSURING LONDON'S PUBLIC SERVICES BRING PEOPLE TOGETHER

If we are to forge the bonds of trust and strong social ties which London's communities will need to flourish in the future, shared experiences and common endeavours bringing together Londoners of all backgrounds must be woven into the fabric of everyday life in every corner of our city.

In order to accomplish this, City Hall should seek to embed a focus on promoting meaningful engagement between Londoners from different ethnic, socio-economic and age groups not just within neighbourhood-level initiatives but in all of the institutions which shape life in modern London – including our schools and public services.

Many of our city's public services – such as children's centres – already facilitate equal status interactions between people from different walks of life; but this is largely accidental rather than the result of conscious design. As a result, the integration impact of even these institutions has been limited.

The new Deputy Mayor for Social Integration, Social Mobility and Community Engagement might explore policy ideas such as:

- Embedding community organisers within schools.
- Encouraging schools to provide interfaith workshops
 - especially single faith schools.
- Designing services for new parents to promote cross-community contact.
- Establishing intergenerational community centres.

“Shared experiences and common endeavours bringing together Londoners of all backgrounds must be woven into the fabric of everyday life.”

PRINCIPLES FOR DESIGNING SUCCESSFUL SOCIAL INTEGRATION POLICY INTERVENTIONS

Through our experience of designing and delivering at-scale programmes which promote social integration, The Challenge has identified a number of principles which we believe underpin effective interventions to stimulate social mixing. These are as follows:

Create common goals: Confronting people with a shared challenge – an obstacle which can be more easily overcome through teamwork than individual effort – is a key element of inspiring previously unlikely friendships.

Promote equal status interactions: People are more likely to meaningfully engage with others when they view them as peers.

Capitalise on transitions to drive behaviour change: In our experience, integration interventions which reach people at transitions in their lives are more likely to succeed. Starting school, becoming a young adult and entering employment, enrolling at a new college or university, becoming a parent, having your child start school, or retiring – it is during these moments of transition that we are most open to adopting new habits and identities.

Emphasise co-benefits: The Challenge creates social mixing experiences through advertising and providing unrelated opportunities. Young people sign up to our programmes because of the immediate benefits offered, such as the chance to find a job or to develop new skills. From the perspective of most participants, the chance to meet new people and build more diverse social networks is either a bonus or immaterial.

ENSURING LONDON'S PUBLIC SERVICES BRING PEOPLE TOGETHER

Beyond school admissions

Who young people associate with at school and college is likely to influence the development of their adult social networks and shape their future life chances; and yet, according to a 2012 report from the OECD, the UK's education system is among the most segregated in the developed world⁷⁵. At a time of stagnating social mobility and public anxiety regarding religious extremism in our schools, we must promote social mixing between young people from different backgrounds.

The most obvious barrier to social integration in schools is that young people from different communities too often go to different schools. Whilst ideas such as introducing a new requirement on schools to promote integration (replacing the now-abolished duty to promote community cohesion) are certainly worthy of consideration, they are also beyond City Hall's remit. Furthermore, we shouldn't assume that pupils from different ethnic and socio-economic groups mix with one another in any meaningful way just because they attend the same school. Research suggests that teenagers self-segregate in school by ethnicity⁷⁶ and – to an even greater degree – social background⁷⁷; and it is our experience as a programme delivery organisation that most young people are instinctively inclined to surround themselves with peers from similar backgrounds.

The Deputy Mayor should act to counteract this bias – looking beyond admissions policy and taking steps in the immediate term to get young people from different walks of life mixing either within their schools or through community partnerships. To this end, GLA policymakers should enact a number of the ideas set out in chapter 4 of this report – such as establishing a cross-community sports league and expanding volunteering initiatives for teenagers – and explore new ideas to turn all of our city's schools into genuine community hubs.

Embedding community organisers within schools

For over a decade, the community organising group London Citizens has galvanised community activists and concerned residents to form cross-community alliances, campaign on social issues and pool community resources. City Hall might seek to bring Londoners together to strengthen their communities through encouraging London's schools to open their premises to a trained community organiser, and even part-funding their salaries.

This model has been trialled in Wembley by London Citizens and the academy chain Ark. Initial results suggest that this setup has the potential to transform the culture of a school or college by building and strengthening bonds of trust both within and beyond the school gate community. The community organiser based in Wembley's Ark Academy has supported pupils and parents alike not just to take action to address issues external to but impacting on the classroom, but also to cultivate strong relationships and friendships across community fault lines.

Encouraging schools to provide interfaith workshops

Whilst teaching children about faiths and cultures other than their own is crucial to dispelling misconceptions regarding religions and the promotion of cross-community understanding, a growing number of London schools are opting to teach their pupils about a single religion only⁷⁸.

“The Deputy Mayor should look beyond admissions policy and explore new ideas to turn all of our city's schools into genuine community hubs.”

⁷⁵ OECD, (2012), *Education at a Glance 2012: OECD Indicators*, OECD Publishing.

⁷⁶ Vincent, C.J, Neal, S, Iqbal, H; (2015), *Friendship and Diversity: Children's and Adults' Friendships across Social Class and Ethnic Difference*. Institute of Education, London: University College London:

⁷⁷ Ibid.-

⁷⁸ See: Abrams, F (2015), 'Why are Orthodox Jewish religious schools unregulated?', *The Guardian*, 11 August 2015; and Adams, R and Gani, A (2014), 'Radicalisation risk' at six Muslim schools in London', *The Guardian*, 21 November 2014

ENSURING LONDON'S PUBLIC SERVICES BRING PEOPLE TOGETHER

The Deputy Mayor should use the platform provided by City Hall to encourage our city's schools to provide opportunities within their religious studies programmes for pupils to meet and mix with and study religious practices and ethical questions alongside children of different faiths and backgrounds. Moreover, Mayor Khan should make use of the soft power afforded by both his office and status as the first Muslim Mayor of a western capital city to urge faith schools to partner with a school rooted in a different religious culture to provide interfaith workshops (a model successfully piloted in London and Birmingham by the Three Faiths Forum.)

Designing services for new parents to promote cross-community contact

There is no more significant moment of transition in many people's lives than becoming a parent, and no acquired identity which more powerfully transcends our previous sense of ourselves than that of parenthood.

However, like schoolchildren, at this moment of transition new parents tend to stick together with others from the same community or walk of life, missing the opportunity to bond with others through new shared experiences.

Through tapping into the power of this identity, policymakers could fuel the development of meaningful bonds between Londoners from diverse ethnic and socio-economic backgrounds. The Deputy Mayor should work with London Boroughs and the NHS to embed a focus on promoting social integration into local authority services for parents and programmes benefiting from Public Health funding, including postnatal services, community schemes and Sure Start centres.

Postnatal services

Between 2011 and 2014, the National Childbirth Trust (NCT) successfully piloted peer-to-peer support programmes bringing together new mothers from both local migrant groups and host communities in East Lancashire, North Yorkshire, West Yorkshire and the West Midlands. During interviews conducted with The Challenge, NCT research and delivery staff reported that these programmes facilitated the development of meaningful and long-lasting friendships between parents and families from different backgrounds. The Challenge recently carried out extensive market research which established that there is an appetite for interventions aimed at building support networks of new parents irrespective of background. City Hall might examine how a greater emphasis on social mixing could be designed into postnatal services in areas in which a high proportion of children are born to migrant mothers (in some inner city boroughs, such as Newham, Brent and Westminster, some 70% of new babies fall into this category.)

Community Parent schemes

The Essex-based charity Parents First has launched a scheme wherein trained volunteers – themselves parents – help new parents in their community to access local services and provide informal support and encouragement. City Hall might investigate how programmes such as this could fuel the development of relationships between new migrants and members of host communities whilst offering vital support to new parents.

ENSURING LONDON'S PUBLIC SERVICES BRING PEOPLE TOGETHER

Early Years services

Policymakers should additionally seek to harness the motivation of new parents to be involved in their children's education to promote the learning of English amongst migrant groups. This idea was previously operationalised through the GLA's English: the key to integration programme. In order to accomplish this, in shaping its Early Years Strategy for London, City Hall should aim to increase the number of children's and Sure Start centres hosting ESOL classes. Whilst many Early Years centres do presently provide this service, the majority throughout the UK (approximately 52% in 2013) don't.

Establishing intergenerational community centres

In the event that significant responsibility for the funding of public services in London is devolved to City Hall during his time in office, Mayor Khan's administration should explore establishing community centres bringing childcare and youth services, day care and activities for the elderly, family support services and social clubs under the same roof.

Whilst each group or service would be allocated a separate space within these integrational community centres, doors would be kept open to create a sense of vibrancy and neighbourliness, and communal areas and cafes would provide safe spaces for people to meet and mix. The co-location of these services would additionally allow older people, having passed the relevant safety checks, to lend a hand with childcare and to build relationships with young families in need of support – thus facilitating intergenerational contact.

As well as bringing together people from different age groups and social backgrounds, co-locating services in this manner would enable providers to take a joined-up approach to individuals' needs and significantly reduce the overhead costs associated with each service. This model has been rolled out by the German federal government in cities including Berlin with positive results⁷⁹.

MEHRGENERATIONENHÄUSER

Germany's Mehrgenerationenhäuser are a key component of the German federal government's ageing population strategy – over 450 of these 'multi-generational meeting houses' have opened across the country in recent years. These community centres are designed to be places where people of all backgrounds and ages can meet and mix – hosting day care services for older people, services for children and young people as well as citizens' advice centres; and featuring bistros and cafes fashioned as 'public living rooms'. Through running joint activities bringing together elderly service users and young families, they foster a sense of community and instil the value of co-operation and mutuality in local residents.

⁷⁹ Deutschland.de (2013) 'Multi-generation houses bring young and old together', Deutschland.de, February 21 2013

7.

**Conclusion:
Unity takes work**



CONCLUSION: UNITY TAKES WORK

Through this report, we have sought to outline a social integration strategy for London – a plan to build strong social ties between Londoners from all backgrounds and ensure that our city's intensifying diversity will enable its communities to flourish, rather than flounder. At the heart of this plan is a simple but radical idea – passive tolerance is not good enough; the real trust our communities need requires us to know one another. We are confident that – through not only celebrating London's diversity but taking proactive steps to get Londoners from different ethnic, socio-economic and age groups meeting, mixing and leading interconnected lives – Mayor Khan and his team could forge a stronger, more united city.

The Mayor's integration strategy should be ambitious in its sweep. City Hall has an important role to play in supporting new migrants to figure out what it means to be a Londoner and to become active participants in their local communities – joining up services across GLA departments; expanding ESOL provision; reforming the citizenship process; and drawing on ideas and initiatives implemented by cities across the world in the age of globalisation. Indeed, Mayor Khan must prioritise securing the full range of policy powers required to enact these reforms as part of London's upcoming devolution negotiations with Whitehall. His team should recognise, however, that the changes tearing through London's communities are a product not just of immigration but of a demographic revolution which is also transforming how different generations and socio-economic groups relate to one another in our city.

The Mayor should amend London's planning and housing laws to forge a legacy as a city leader who built communities as well as houses – empowering planning authorities to reject proposals for developments which would fragment rather than unify Londoners; and promoting design rules to encourage casual contact between neighbours of all backgrounds. Matthew Ryder QC, his new Deputy Mayor for Social Integration, Social Mobility and Community Engagement, should work to create and grow new community institutions fit for the twenty-first century – such as a League for Londoners cross-community sports league – to enable residents from different walks of life to meaningfully interact and to develop the shared identities which spring from shared experiences. And City Hall must be bold in seeking to weave opportunities for cross-community impact into the fabric of everyday life in modern London – embedding a focus on promoting integration within our city's public services.

The integration challenges facing different communities in different parts of London of course vary considerably, and both London Boroughs and communities themselves must have the freedom to shape local solutions to local problems. The new Deputy Mayor should, accordingly, prioritise seeking out and supporting successful neighbourhood and borough-level programmes which facilitate engagement between Londoners with different experiences of life. But they must also be willing to look beyond our city to import the best ideas in integration policy from cities the world over, and to rapidly grow successful integration interventions – corralling London Boroughs to take joint action where necessary.

Our differences needn't divide us, but unity won't come for free. Building a more integrated, cohesive London will take energy, investment and a renewed commitment to both the power of community ties to improve lives and that of government to revive bonds of trust between citizens with different experiences of life. We look forward to working with Mayor Khan and his administration to trailblaze a radical new approach to integration and communities policy and, in so doing, to realise the promise of modern multicultural London.

ANNEX A

Populus interviewed a random sample of 1,016 adults aged 18+ in London and 512 adults 18+ in New York City online between 8th and 18th January 2016. Results have been weighted to the profile of all adults in each of these cities. Populus is a founder member of the British Polling Council and abides by its rules. For more details go to www.populus.co.uk

POLL QUESTIONS AND FINDINGS FOR LONDON:

'You mentioned that you have previously left a parcel with a neighbour or taken a parcel in for a neighbour. Please take a minute to think about the last time this happened. Which of the following best describes that neighbour?'

'From a different ethnic group'

White respondents: 35%

AB respondents: 50%

DE respondents: 54%

'You mentioned that you have previously left a spare key with a neighbour, or looked after a neighbour's spare key. Please take a minute to think about the last time this happened. Which of the following best describes that neighbour?'

'From a different ethnic group'

White respondents: 22%

AB respondents: 37%

DE respondents: 29%

'Thinking about your neighbourhood, on average, how often do you feel a 'sense of belonging'?''

AB Social Grade answering 'Never' or 'Rarely': 15%

DE Social Grade answering 'Never' or 'Rarely': 35%

'Thinking about your neighbourhood, on average, how often do you feel a 'sense of being an outsider'?''

AB Social Grade answering 'Sometimes', 'Often' or 'Always': 39%

DE Social Grade answering 'Sometimes', 'Often' or 'Always': 51%

The Challenge is the UK's leading charity for building a more integrated society. We work on a local level to connect people together across all ages and walks of life. We run youth and community programmes that have the central aim of mixing diverse groups of people with each other.

We are proud to live in a country with a rich mix of different ages, cultures and backgrounds. But instead of valuing our differences, we often let them divide us. We know that many of us feel disconnected from each other and do not understand or trust people who are different from us. It doesn't need to be this way.

We believe in communities where people feel at home with each other, no matter their age, income or ethnicity. We believe in building trust between all groups of people in society. We believe differences don't need to divide us. If you believe this too, please support the work we do in building connected communities.

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