



HM Government

# Integrated Communities Strategy Green Paper

Summary of consultation  
responses and Government  
response

February 2019





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## Introduction

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In March 2018, the Government published the Integrated Communities Strategy Green Paper for consultation.<sup>1</sup> The Green Paper set out the Government's vision for building integrated communities where people – whatever their background – live, work, learn and socialise together, based on shared rights, responsibilities and opportunities.

It set out a range of actions proposed to be taken across Government to:

- strengthen leadership to drive integration in policy development and service delivery;
- support newly arrived migrants to integrate and improve communities' ability to adapt to migration;
- make sure all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds;
- boost English language skills to enable people to take advantage of the opportunities of living in modern Britain such as getting a job, mixing with people and playing a full part in community life;
- mitigate residential segregation and support people to build strong and integrated communities;
- increase economic opportunity;
- challenge the practices that can hinder integration and equal rights; and
- learn what works in building integrated communities and to share that learning.

We are grateful to all the organisations and individuals who took the time to respond to the consultation. Building socially and economically stronger, more confident and integrated communities requires local and national government and communities themselves to work together. The consultation on the Green Paper was an important step in that ongoing conversation.

This document provides a summary of the consultation responses received and the Government's response to the points raised. The new [Integrated Communities Action Plan](#), published alongside this document, confirms the actions we will take across Government as a result of this consultation to deliver stronger, integrated communities.

The responses to the consultation highlighted the need for both national and local integration plans to be delivered in a way which inspires, engages and involves local communities. As has been made clear in this response, community voices must be heard, valued and produce change so that no community is left behind. We will continue to engage and listen to communities as we implement our proposals.

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<sup>1</sup> HM Government, March 2018, *Integrated Communities Strategy Green Paper*  
<https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper>

## The consultation

The public consultation ran for 12 weeks. It comprised:

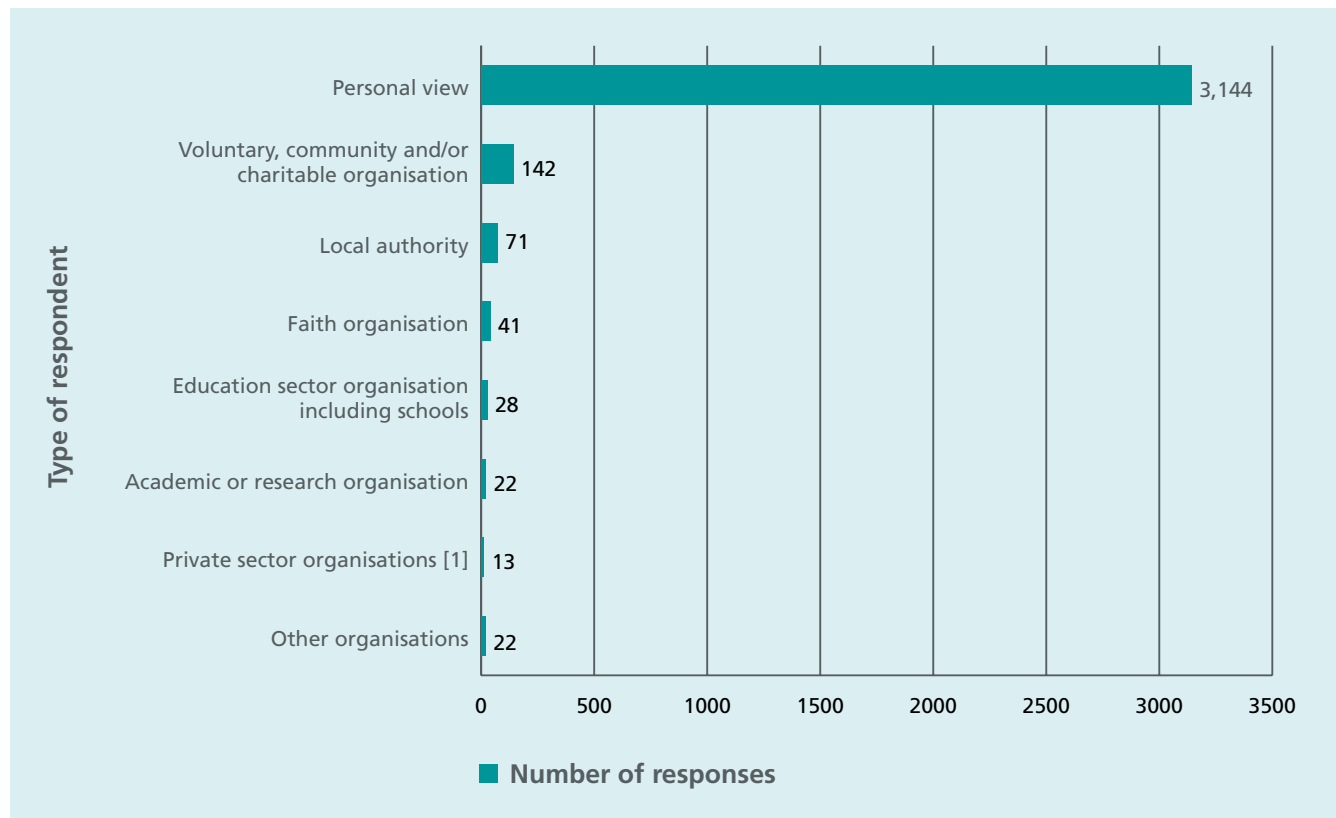
- an online survey open to everyone, as well as an alternative option to respond in writing.
- a number of face-to-face consultation events with communities. These took place in a range of locations across the country including Birmingham, London, Luton, Manchester and Nottingham. A number of community organisations held their own consultations events, using the views gathered to inform their responses to the consultation.

### Who responded?

We received over 3,400 responses overall to the consultation from individuals and organisations. This was made up of 3,142 responses received through the online consultation and 341 emails and letters directly responding to the consultation.

We received 3,144 responses from individuals and 339 responses from organisations. These organisations spanned a wide range of sectors including faith, education, local authority, social and academic. It also includes the House of Lords Select Committee on Citizenship and Civic Engagement, whose report of their recent inquiry<sup>2</sup> formed their response to the consultation. More information on the breakdown of respondents is included in the chart below.

Not all respondents answered every question. 235 (7%) of the individual respondents answered 'No' to all questions without further comment on why they disagreed with the proposals.



2 Select Committee on Citizenship and Civic Engagement, March 2018, *The Ties that Bind: Citizenship and Civic Engagement in the 21st Century* <https://www.parliament.uk/business/committees/committees-a-z/lords-select/citizenship-civic-engagement/publications/>

## Introduction - Building Integrated Communities

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### Question 1

***We define integrated communities as communities where people – whatever their background – live, work, learn and socialise together, based on shared rights, responsibilities and opportunities. Do you agree with our definition?***

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### Question 1 response

There were 2,929 responses to this question. Of the 288 organisational responses, 58% agreed with the question, 17% disagreed with a further 24% not sure (for a variety of reasons). Of the 2,641 individuals who responded, 43% agreed with the question, 47% disagreed (for a variety of reasons) with a further 11% not sure.<sup>3</sup> Points raised include:

- There was strong support for the importance of shared opportunities and relationships.
  - Respondents also expressed support for the idea of integration being viewed as a 'two-way street' and for it not being seen as assimilation.
  - Some respondents considered the definition of integrated communities to be limiting, with no specific reference to mutual understanding and tolerance, civic participation and citizenship, as well as the need to include more broadly individuals and communities who may experience social exclusion or discrimination.
  - Some respondents perceived a disproportionate focus in the Green Paper on minority groups and migrants, without fully reflecting on the role of all communities, including local residents, in supporting integration.
  - Some respondents set out reservations about the use of the term 'British values' due to their perception that these are not well-defined.
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### Government response

The range of views expressed on the Government's vision for building integrated communities demonstrates the importance of having a definition of integration that everyone can unite behind. On balance, having considered the wide variety of views expressed about how to define integration, the Government considers that its vision, as set out in the Green Paper, outlines as clearly and succinctly as possible what we want to achieve and we do not intend to add further detailed references to it.

We have heard the concerns raised that the delivery of the proposals set out in the Green Paper may give rise to the perception that Government does not fully respect everyone's right to feel confident in their identity. We are absolutely clear that integration is not assimilation and that building integrated communities does not mean that people must abandon their identity or heritage and we will continue to take steps to celebrate the many faiths and cultures in the UK.

As a result of the views raised in this consultation, we recognise the importance of reaffirming the strong message we gave in the Green Paper that the Government is firmly committed to the principle of freedom of religion and belief and that we understand and appreciate the valuable contribution that faith groups make to our society. The Government's respect for faith groups however must not prevent us from vigorously promoting rights to equal treatment, rights and freedoms, where necessary.

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<sup>3</sup> Due to rounding, percentages may not always appear to add up to 100%.

Many respondents welcomed our cross-government approach to integration and the scale of ambition expressed in the Green Paper, supporting the Government's view that building integrated communities requires the commitment of national and local government and a wide range of partners, including communities themselves, faith groups, business and the social sector. We will therefore continue to take a collective approach to building integrated communities. The Integrated Communities Action Plan takes forward this cross-Government approach and sets out the programme of action that Government Departments are collectively taking to build integrated communities.

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## Question 2

***We believe that the varied nature and scale of integration challenges means that tailored local plans and interventions are needed to tackle the issues specific to particular places. Do you agree?***

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### Question 2 response

There were 2,919 responses to this question. Of the 286 organisational responses, 70% agreed with the question, 7% disagreed with a further 23% not sure. Of the 2,633 individuals who responded, 26% agreed with the question, 63% disagreed (for a variety of reasons) with a further 11% not sure. Points raised include:

- Agreement that a localised approach is needed when designing interventions, with respondents emphasising the need for strong local knowledge, engagement and listening to communities.
- Some respondents believed that tailored approaches can help groups that may be often overlooked to be better integrated (e.g. young people).
- Consultation responses highlighted that some local challenges may in fact be regional challenges that multiple local authorities might face. Respondents also suggested that local plans should have a national context, for example, support was expressed for a national framework to guide local agendas.
- Some responses noted that the success of tailored localised approaches would be dependent on funding.

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### Government response

There was no consensus on our proposed localised approach to integration. There was support for the approach we are trialling initially in the five Integration Areas, with agreement with the Government's view that strong local knowledge, engagement with a wide range of local partners and the importance of listening to communities are vital to supporting integration effectively.

Where people took a different view, this was generally linked to misconceptions that locally-tailored plans involved targeting specific groups or communities, and that perceived targeting could create further divisions. We disagree that localised approaches necessarily lead to targeting specific groups. We recognise that it is particularly important that no community should feel excluded or marginalised from building socially and economically stronger, more integrated communities or that responsibility to integrate falls more heavily on particular groups. The five Integration Areas will have consulted with the many sections of their local population in designing their local integration plans.

Respondents also expressed the view that local approaches alone would not be sufficient and that this needed to be accompanied by a national framework or central oversight. The Government's Integrated Communities Strategy Green Paper provides this national framework of policies that we believe will help create more integrated communities. However, we continue to believe that one size does not fit all and that local areas, in partnership with their communities, are best placed to understand the challenges and to develop solutions.



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### Question 3

*Do you have any examples of successful approaches to encourage integration that you wish to highlight, particularly approaches which have been subject to evaluation?*

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### Question 3 response

There were a total of 1,075 responses to this question, with a mix of examples mentioned. These ranged from general comments about the value of certain activities in supporting integration, e.g. access to English language, to specific comments about local community projects which can bring people together and help support integration. A small number of the examples of successful approaches to integration provided by respondents had been subject to evaluation.

A number of examples cited partnerships involving multiple partners across different sectors, for example combined approaches between local authorities and social sector organisations to support integration through community action.

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### Government response

The examples provided in response to Question 3 have been recorded and will be used to inform ongoing and future work to support integration.

## Strengthening leadership

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### Question 4

*The Green Paper proposes that we need to build the capacity of our leaders to promote and achieve integration outcomes. Do you agree?*

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### Question 4 response

There were 2,627 responses to this question. Of the 239 organisational responses, 69% agreed with the question, 6% disagreed with a further 25% not sure. Of the 2,388 individuals who responded, 28% agreed with the question, 55% disagreed (for a variety of reasons) with a further 17% not sure. Points raised include:

- There was support for the principle of building the capacity of leaders at the local and national level to support and promote integrated communities.
  - The importance of engaging employers, to get them to play a greater role in community engagement, was emphasised, as was the need to ensure the inclusion of isolated groups or new communities who may be left out of local engagement.
  - Some respondents noted that building the capacity of existing leaders alone is not enough as they often do not adequately represent the concerns of the community and that proposals should be complemented with other action, including working with the media. Some respondents also noted the difficulty of identifying leaders and who they represent at the local community level.
  - A small number of respondents suggested that what they saw as 'government' should not be intervening in local community affairs and that targeted training of leaders was not necessary.
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### Government response

There was broad support, particularly in organisational responses, for building the capacity of leaders at the local and national level, so they have the confidence to champion our shared values and challenge policies, practices and behaviours which stand in the way of integration. Therefore, we will continue to focus on encouraging leaders across all sectors to champion integration and tackle segregation wherever it exists, recognising that many of the real leaders on this issue are not in positions of authority. We are also engaging across a wider range of sectors, including business, the arts and sport.

We think that a critical part of building the capacity of leaders is providing the opportunities for them to access support and advice and to share their expertise and experiences. We are therefore committed to supporting the establishment of a new Cohesion and Integration Network which will provide members with access to materials, best practice and learning and networking opportunities.

## Supporting new migrants and local residents

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### Question 5

***The Green Paper proposes measures to support recent migrants so that they have the information they need to integrate into society and understand British values and their rights and responsibilities. Do you agree with this approach?***

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### Question 5 response

There were 2,684 responses to this question. Of the 234 organisational responses, 57% agreed with the question, 9% disagreed with a further 34% not sure. Of the 2,441 individuals who responded, 38% agreed with the question, 48% disagreed (for a variety of reasons) with a further 14% not sure. Points raised include:

- Agreement with the proposal for information provision and greater pre-arrival support for migrants to help them understand life in the UK. Some respondents suggested this should be practical information and must be accompanied by actively engaging migrants into established structures.
  - The complementary role of faith groups and educational services in aiding the integration of migrants was highlighted through responses.
  - The importance of a two-way process in integrating migrants and refugees was reiterated, with some responses suggesting information on each other's values should be provided to both local residents and migrants, to encourage cross-cultural understanding.
  - Clarification of the term 'British values' and how they are provided to migrant groups was highlighted as an issue.
  - It was also noted that it was important to ensure English language provision is quickly accessible for new migrants to support their integration.
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### Government response

An important part of making the UK feel like home for all citizens is having one common set of values to live by, for everyone's benefit. Respondents to the consultation agreed on the importance of making sure migrants have practical information about life in the UK, before and upon arrival, which also gives greater prominence to shared values.

The Government has announced that it will review and revise the Life in the UK test and associated text to give much greater prominence to and information on the shared values which we believe underpin society here in the UK. The Life in the UK test is a test that an individual is required to take as part of their application for British citizenship or settlement.

A common home also needs a common language, which is reflected in the focus on boosting English language in the Green Paper. Respondents agreed, and there was support for the proposal to review the impact of existing English language requirements. As a result, we will strengthen the language requirements for those seeking to become British citizens.

A number of responses highlighted that migrants contribute significantly to life in the UK through their skills, experiences and energy. We will ensure that our approach to integration for migrants is based on a principle of empowerment which harnesses the positive contribution that migrants can make.

Respondents to the consultation welcomed our commitment to supporting refugees to overcome barriers they can face to integration and help them gain the skills they need to work towards self-sufficiency, ensuring our

approach is informed by the voices of refugees. We recognise that important work is happening across the country to support refugees, and where possible Government will share learning and best practice. We will work with mainstream service providers to ensure they have the knowledge and capacity to deal with the needs of refugees; as well as support development of specialist interventions where necessary.

Consultation responses widely welcomed our commitment to work with partners to increase integration support for those recognised as refugees after arrival in the UK. Making it easier for refugees to access mainstream benefits and services within the 'move on' period, immediately after the grant of refugee status, and building on the successes and learning from the Vulnerable Persons Resettlement Scheme, will be a key part of delivering. We will consider the calls made by some in the consultation to take account of the end-to-end journey of refugees recognised after arrival in the UK, including earlier in the asylum process.

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## Question 6

***The Controlling Migration Fund was constructed to deal with the short-term migration pressures and associated costs that local authorities can encounter. Do you think it adequately achieves this objective?***

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### Question 6 response

There were 2,675 responses to this question. Of the 240 organisational responses, 13% agreed with the question, 20% disagreed with a further 67% not sure (for a variety of reasons). Of the 2,435 individuals who responded, 6% agreed with the question, 51% disagreed (for a variety of reasons) with a further 44% not sure. Points raised include:

- Responses noted that many people, beyond local authorities which are eligible to apply, are unaware of the Controlling Migration Fund and its aims.
- The Fund was recognised as helping strengthen communities and improve neighbourhoods by, for example, reducing the number of overcrowded premises and reducing levels of antisocial behaviour.
- Many respondents stated that this funding was short-term and does not help deal with migrant pressures in certain areas adequately enough in the long-term, especially where migrants require ongoing support services. Many respondents believed that the funding should last longer than two years and the Fund should be better promoted amongst local authorities.
- There was some misinterpretation about the Fund's aims.

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### Government response

The Controlling Migration Fund was a commitment in the 2015 Conservative Manifesto, and has two parts – £100m administered by MHCLG available for English local authorities to bid for over the period 2016-17 to 2019-20 to ease local pressures, and £40m directed across the UK for immigration enforcement purposes.

The Fund has been publicised widely amongst local authorities and many are working in partnership with other public sector service providers, as well as local social sector bodies, to design and deliver projects. Many have incorporated projects funded by the Controlling Migration Fund into wider local programmes aimed at supporting the integration of migrants.

Many local authorities have taken the opportunity to secure two-year funding to deliver projects to improve and co-ordinate local services and enable them to deliver more efficient services once Controlling Migration Fund projects come to an end. Several authorities aim to use this funding to demonstrate the impact and value for money of their interventions with the intention of securing funding locally to sustain initiatives.

Bids received from local authorities have provided insight into the service pressures experienced in local areas. We are using this evidence to inform policy making and future spending plans across Government. An independent evaluation of the Fund is due to report in April 2020 which we will use to inform future policy in this area.

## Education and young people

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### Question 7

***The Green Paper proposes measures to ensure that all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds. Do you agree with this approach?***

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### Question 7 response

There were 2,945 responses to this question. Of the 262 organisational responses, 60% agreed with the question, 15% disagreed with a further 26% not sure (for a variety of reasons). Of the 2,683 individuals who responded, 25% agreed with the question, 65% disagreed (for a variety of reasons) with a further 10% not sure. Points raised include:

- There was some support for measures to encourage meaningful social mixing of young people, and acknowledgment that schools and non-school youth groups are a useful avenue for this. Some respondents however set out their view that children and young people should not mix socially with those from different backgrounds.
- There were mixed views about the promotion of British values in schools. While there was support for the role of schools in emphasising these values, there were also some reservations that children's and young people's faith, culture or identity should not be compromised, and suggestions that the term 'shared values' should be adopted instead.
- Admission arrangements were highlighted as an avenue to aid integration, with respondents recognising the varied landscape of school provision. Respondents emphasised the need to actively engage parents in any changes to admissions.
- Factors not highlighted in the Green Paper, such as the disadvantage of young migrants and asylum seekers (including those with limited English language proficiency) and the role of special educational needs schools, were also raised.

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### Government response

We welcome the fact that many respondents to the consultation recognised meaningful social mixing in schools as an important driver for integration. Some individuals disagreed because they perceived our proposals would force social mixing. We believe that providing children and young people with opportunities to have meaningful interactions with those from different backgrounds helps foster more positive attitudes, builds understanding of different communities and cultures, and breaks down barriers to greater integration. We will, therefore, continue to support approaches that promote social mixing between young people in schools and colleges, such as the Schools Linking Programme, and we will continue to work with the National Citizen Service and other charities and organisations that support innovative approaches for mixing beyond the school gates.

Some respondents had concerns with the term 'fundamental British values'. While not unique to Britain, these are the shared values which underpin and unite our society, and the teaching of them is intended to help prepare children and young people for life in modern, diverse Britain. By actively promoting these values – democracy, rule of law, individual liberty and mutual respect and tolerance of those with different faiths and beliefs – schools play a vital role in equipping children and young people with the skills, values and knowledge to play a positive role in shaping cohesive and integrated communities. We will continue to work with the education sector to support them to embed and teach these values through their institutions' ethos and activities.

Some respondents expressed concern that our proposals failed to reflect the wide range of efforts made by faith schools, and religious groups more broadly, to engage with others outside of their communities. Church and other faith schools play an important part in the school system and they are some of our highest performing schools. We recognise that many have diverse intakes and proactively engage in activities to promote linking between their schools and those of different and no faith. These schools have freedom over how they teach religious education and deliver collective worship, which the government continues to support. Also, these schools remain subject to the same obligations as other state-funded schools to promote community cohesion, integration and fundamental British values.

Respondents acknowledged the importance of school admissions arrangements and emphasised the need for admission authorities to actively include parents when considering changes to a school's admissions arrangements. We continue to support the principle of parental preference for schools and will work with admission authorities in the Integration Areas to explore ways in which mainstream, state-funded schools can use admissions arrangements so that their intake is more representative of their wider local area. Any school wishing to change their arrangements must consult locally, including with parents, in line with the School Admissions Code.

We acknowledge the role of education in promoting integration is wide-ranging. That is why, in addition to the above and as set out below and in the Integrated Communities Action Plan, the Department for Education is taking forward a range of commitments across the sector, including supporting the provision of English learning with a new English language strategy, strengthening expectations for new free schools on promoting integration, supporting citizenship education through the Civil Society Strategy, as well as our work to increase economic opportunity for all, for example working to increase the uptake of apprenticeships by underrepresented groups.

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## Question 8

***The Green Paper sets out proposals to support parents with their choice of out-of-school education settings. Do you agree with this approach?***

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### Question 8 response

There were 2,939 responses to this question. Of the 261 organisational responses, 42% agreed with the question, 10% disagreed with a further 48% not sure (for a variety of reasons). Of the 2,678 individuals who responded, 28% agreed with the question, 54% disagreed (for a variety of reasons) with a further 18% not sure. Key points raised include:

- There was a mixed response to proposals relating to out-of-school settings. The need for better safeguarding in out-of-school settings was acknowledged, with respondents stressing the need for greater support from local authorities, often citing a lack of funding as a reason for insufficient action. However, some respondents highlighted the need for further clarification on proposed measures, including those around 'supporting parents'. The value of supplementary schools in improving educational attainment was noted.
- There was some support for the proposals for greater regulation of out-of-school settings, the registration of home education, further public scrutiny of supplementary schools and information to enable parents to make informed choices. Others supported guidance rather than enforcement, whilst some emphasised parental choice as paramount, suggesting there was no need for further regulation. The need for an appropriate balance was stressed.
- Education and support for Gypsy, Roma and Traveller young people was also highlighted.

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## Government response

The Government believes that safeguarding all children and protecting them from the risk of harm, wherever they are educated (including in out-of-school settings), is essential. We recognise that many out-of-school settings and supplementary schools do a good job in providing enriching activities and education, across many subjects, and do so in a safe environment. However, we want to ensure this is the case for all settings, and will continue to take action to support the sector to do this, including through the publication of a voluntary code of practice for out-of-school setting providers and parental guidance, on which a consultation was launched on 2 December 2018.

We want any future system to target appropriately the small minority of settings which may be exposing children to harmful practices, while not causing undue burdens to the sector as a whole. That is why we are working with sixteen local authorities to understand how safeguarding in out-of-school settings can be enhanced through greater multi-agency working, with a view to identifying and sharing best practice across the country and to identify any gaps in existing powers.

We will also, following consultation, publish a voluntary safeguarding code of practice for out-of-school setting providers, to give them the resources and support to help them run safe out-of-school settings. We will, alongside this, publish guidance for parents and carers setting out the questions they may wish to ask of providers, to help them to make more informed and confident choices when choosing an out-of-school setting for their children, and to satisfy themselves that their children will be safe.

At the same time, we will continue to work with Ofsted to take action against schools operating illegally and intend, when the legislative opportunity arises, to amend the requirement about which independent educational institutions need to register with the Secretary of State. The Government will publish a formal response to the responses submitted to its call for evidence on home education in due course.

## Boosting English language

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### Question 9(a)

*The Green Paper proposes a number of measures to improve the offer for people to learn English. Do you agree with this approach?*

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### Question 9(a) response

There were 2,605 responses to this question. Of the 234 organisational responses, 65% agreed with the question, 6% disagreed with a further 29% not sure (for a variety of reasons). Of the 2,371 individuals who responded, 63% agreed with the question, 26% disagreed (for a variety of reasons) with a further 11% not sure. Points raised include:

- The proposed new English language strategy was welcomed by many.
  - Some respondents were sceptical of the effectiveness of conversation clubs and volunteer-led learning. Respondents emphasised the value of volunteer-led provision, informal and accredited ESOL provision and that they are complementary to each other. Respondents were supportive of the proposal to develop new resources to support volunteers.
  - A number of respondents were also supportive of a more localised approach, with greater mapping and coordination of language provision to make sure it meets the needs of learners. Some responses gave examples to illustrate that it isn't always easy for learners to find and access suitable provision at the right level.
  - Respondents emphasised the need for a 'pathway' for learners so they can progress. Multiple respondents noted that English language proficiency does not eradicate barriers in the labour market and that this is not the principle reason for economic inactivity.
  - Some respondents suggested more should be done to reduce barriers to English language learning for migrants and refugees. Additional barriers to women were also frequently mentioned – for example, fees for those with spousal visas, lack of childcare provision and disproportionate support for job seekers (who are mostly men).
  - Respondents noted funding changes made to English language provision and emphasised the need for additional investment to support proposals.
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### Government response

The results of the consultation show strong support for our proposals to ensure everyone in England has the English language skills to get on in life and contribute to a strong and integrated society and economy.

As a result, the Government has confirmed its proposal to publish a new national strategy for English language in 2019. As we work with partners to develop this, we will further explore the issues raised through the consultation. These include giving people access to clear information about courses and resources to help them improve their English, as well as making sure that courses are accessible and teach the skills people need. This is particularly important for people from marginalised groups, who often face the biggest barriers to accessing the English language support they need. We will also seek to ensure there is a fair balance of investment and responsibility between individuals wanting to learn English and the taxpayer. Businesses also have a role in English language learning, to ensure that employees can fulfil their potential and benefit business and the economy as a whole.



The importance of provision for beginners, in particular those who may not be literate in their own language and those who have limited experience of formal education, was highlighted in responses. To address the points raised, we will develop resources and best practice guidance for practitioners delivering provision for these learners, in order to help learners progress to accredited ESOL provision. This will have a particular focus on the needs of refugees. There is a wide interest in ensuring existing provision is joined-up locally so that learners can access the best provision for them. We have commissioned guidance and case studies to support a variety of local stakeholders to work together more effectively in coordinating ESOL provision.

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## Question 9(b)

*Do you have any other suggestions on how we can improve the offer for people to learn English?*

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### Question 9(b) response

There was a total of 1,081 responses to this question. A small number of the examples of successful approaches provided by respondents had been subject to evaluation. Particular themes of the suggestions made include:

- Increasing the flexibility of learning, with provisions such as timing and childcare to increase accessibility to women, and increased flexibility for people to learn English while they are working.
- Developing English language proficiency alongside practical skills, to form part of vocational courses and to help migrants and refugees quickly gain the language skills they need to work.
- Some consultation responses made reference to the six-month period asylum seekers must wait to enrol in classes and felt that allowing earlier access to English language learning could facilitate long-term integration for those recognised as refugees.
- The importance of formal learning in colleges for 16-18 year olds with limited proficiency was also emphasised.

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### Government response

The examples provided in response to Question 9(b) have been recorded and will be used to inform ongoing and future work to support integration. They will also inform development of the national English language strategy.

## Places and communities

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### Question 10

*The Green Paper proposes measures to ensure that people, particularly those living in residentially segregated communities, have opportunities to come together with people from different backgrounds and play a part in civic life. Do you agree with this approach?*

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### Question 10 response

There were 2,703 responses to this question. Of the 251 organisational responses, 67% agreed with the question, 7% disagreed with a further 27% not sure (for a variety of reasons). Of the 2,452 individuals who responded, 29% agreed with the question, 56% disagreed (for a variety of reasons) with a further 15% not sure. Points raised include:

- There was widespread support for encouraging social mixing and ensuring all have the opportunity to play a part in civic life. There was also clear acknowledgement of the importance of shared spaces, notably libraries and parks.
  - Many respondents highlighted a lack of shared spaces and community hubs, whilst some suggested better use should be made of existing spaces.
  - Some expressed the need for greater local authority support for communities, in particular a need to support libraries and youth services.
  - Many respondents focused on the role housing policy can play in relation to integration of communities. Some argued local authorities are restricted by insufficient funding, planning policy, inflexible housing stock and borrowing caps.
  - Some respondents highlighted the need to tackle specific issues faced by migrants relating to housing, including rogue landlords.
  - A large number of respondents stressed the link between socio-economic disadvantage and residential segregation. Some respondents suggested poverty and a lack of jobs should be addressed in order to reduce segregation.
  - Several respondents perceived a disproportionate focus in the Green Paper on minority groups, in particular Muslim groups; they noted the need to address 'white flight' as a cause of segregation.
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### Government response

There was no consensus on this question. There was broad support for an approach to building integrated communities focused on ensuring people feel a sense of pride in where they live and feel able and inspired to take action themselves. With that pride, the resilience of the community to respond to economic, social and environmental pressures is also increased. For meaningful social mixing and a feeling of connectedness to thrive, it needs places for that to happen and these should be open to people from all backgrounds.

Where people took a different view, this was generally linked to perceptions that the Government's proposals sought to force integration and social mixing between people of different backgrounds. Further, some respondents expressed the view that the focus should be on promoting mutual respect and tolerance of different cultures and religions, rather than promoting opportunities to bring people from different backgrounds together.

On balance, having considered the wide variety of views expressed, we agree that building an understanding of different cultures and faiths helps support integration. It is for this reason the Government believes opportunities for meeting and mixing socially with people from different backgrounds is important, which helps break down barriers between communities and build greater trust and understanding. Our Integrated Communities Action Plan sets out the actions we will take to progress this.

## Increasing economic opportunity

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### Question 11

***The Green Paper proposes measures to provide tailored support to people, especially those who may not currently be active in the labour market, to build their confidence and skills to take up employment. Do you agree with this approach?***

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### Question 11 response

There were 2,503 responses to this question. Of the 230 organisational responses, 69% agreed with the question, 3% disagreed with a further 28% not sure (for a variety of reasons). Of the 2,273 individuals who responded, 58% agreed with the question, 31% disagreed (for a variety of reasons) with a further 11% not sure. Points raised include:

- Respondents were supportive of an approach involving tailored support for different groups and individuals. Some respondents were positive about the involvement of the Department for Work and Pensions and Jobcentre Plus in this area.
- A number of respondents mentioned a lack of opportunity for groups with low social mobility, low-wage employment and in-work poverty; respondents emphasised the need to have open training equipping people for skilled employment.
- A small number of respondents questioned capacity to deliver interventions locally.
- Specific barriers to employment for people from BAME backgrounds, women (particularly Muslim women) and young people were frequently mentioned, with disparities between different groups observed.
- Insufficient funding for employment services such as skills training was highlighted as an issue.
- Respondents welcomed our proposals to support the development of specialist interventions to help refugees overcome the barriers they can encounter when seeking employment. Some consultation responses also suggested that asylum seekers should be able to work sooner and without confirmed status.
- The need for investment in local economies, high streets and to support entrepreneurship was mentioned by a number of respondents.

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### Government response

Work and progression in work was recognised as playing a key role in supporting integration, by increasing the size and diversity of our networks and bringing confidence and a sense of belonging. Everyone, no matter what their background, level of educational attainment, or where they live, should have the opportunity to upskill and reskill into the jobs of the future. The results of the consultation give support to an approach that involves tailored support for different groups and individuals to promote good jobs and opportunities for people to reach their full potential. We will work with Job Centre Plus in the five Integration Areas to explore how this can work in practice and share the lessons learned more widely.

We will continue to take action to address the disparity in employment outcomes for people from different backgrounds, as highlighted by the Race Disparity Audit, and to take steps to address the perceived lack of opportunity for groups with low social mobility, low-wage employment and people experiencing in-work poverty. The Department for Work and Pensions is taking specific action in 20 Challenge Areas to improve employment outcomes for those who are furthest from the labour market.

## Rights and freedoms

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### Question 12

*The Green Paper proposes measures to encourage integration and resist divisive views or actions. Do you agree with this approach?*

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### Question 12 response

There were 2,865 responses to this question. Of the 234 organisational responses, 50% agreed with the question, 15% disagreed with a further 35% not sure (for a variety of reasons). Of the 2,631 individuals who responded, 16% agreed with the question, 67% disagreed (for a variety of reasons) with a further 17% not sure. Points raised include:

- The majority of organisational respondents agreed with the approach, but some suggested the need for more tangible action than was contained in the Green Paper.
  - A number of respondents suggested that language relating to extremism was ill-defined and felt that some of the language in the Green Paper should be altered to avoid a “them” and “us” narrative and the need for care in public narratives.
  - Some were concerned that there should not be a disproportionate focus on Muslim groups, and the need to recognise other forms of extremism, risk and other minority groups.
  - Some respondents suggested authorities should build stronger relationships with faith groups and schools to increase the reporting of hate crimes. Some respondents believed that more should be done to ensure media reporting on ethnic minority groups is done more responsibly and with more sensitivity.
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### Government response

Promoting and protecting equality and tolerance are the cornerstone of the Government’s approach on rights and freedoms in communities, including the principle of freedom of religion and belief, to which the Government remains firmly committed. People in Britain are free to worship who and how they wish, or to not worship at all, and, with only a few exceptions, people can choose how they manifest that faith or belief. This religious tolerance is part of what makes Britain the resilient and vibrant country it is today.

The Government understands and appreciates that faith groups make a valuable contribution to our society. Churches and other faith groups give time worth more than £3 billion to their communities every year. Two million people from faith groups give at least 384 million hours, of which the majority are unpaid, to projects supporting 48 million people. Faith organisations, and many non-faith organisations, provide a framework to encourage social mixing between people of different backgrounds. We will continue to fund programmes which help promote social mixing, such as Near Neighbours and Schools Linking, which show that bonds can be formed with people from very different backgrounds and that people often find shared values and concerns, regardless of background.

Our priority is to ensure equality of opportunity for all. We do not expect everyone to agree with, or to accept, the same beliefs and practices. But we do expect everyone to be afforded equal respect and acceptance and be able to live free from fear or prejudice. We expect all organisations we work with, including those we fund or support in other ways, to abide by those same principles and we will not hesitate to challenge intolerance where we see it. Our refreshed Hate Crime Action Plan, published in October 2018, sets out how we will tackle the harms directed at particular groups.

In March 2018, we launched the independent Commission for Countering Extremism. This Commission will engage widely and openly on extremism and our core, shared values across the public sector, communities, civil society, families and legal and academic experts. Part of its role will be to identify extremism and advise the Government on new policies to tackle it, including whether there is a need for new powers.

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## Question 13

***The Green Paper proposes measures to address practices which can impact on the rights of women. Do you agree with this approach?***

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### Question 13 response

There were 2,857 responses to this question. Of the 232 organisational responses, 53% agreed with the question, 11% disagreed with a further 36% not sure (for a variety of reasons). Of the 2,625 individuals who responded, 20% agreed with the question, 61% disagreed (for a variety of reasons) with a further 19% not sure. Points raised include:

- Respondents emphasised the importance of women and women's groups in community dialogue and noted the need for specialised services for people from BAME backgrounds.
- Respondents focused on disadvantage faced by women in employment, education and English language provision.
- Some suggest schools, colleges and universities may provide opportunities to further women's outcomes and opportunities (including employment).
- Some respondents suggested the focus should be on the rights of all women and not a single group.
- Many respondents focused on religious marriage reform and suggested that this will infringe upon the rights of faith groups and shows a focus on Muslim groups.
- Some respondents emphasised the need for greater 'cultural sensitivity' when addressing issues relating to women.

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### Government response

There was no consensus on this question. While there was broad support for the need to promote and support equal rights and enable women to play a part in their communities, including where women in some communities are disproportionately affected, reservations were expressed that the proposals were focused on a single community and that action should instead be focused on the rights of all women.

Through the Integration Areas, we will trial innovative approaches which address the issues identified locally and which support women in isolated communities and other marginalised groups to participate fully in society and the workplace, as well as challenge socio-cultural norms which can hold them back.

## Measuring success

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### Question 14

The Green Paper proposes core integration measures for national and local government to focus on. Do you agree these are the right measures?

### Question 14 response

There were 2,543 responses to this question. Of the 205 organisational responses, 43% agreed with the question, 14% disagreed with a further 42% not sure (for a variety of reasons). Of the 2,338 individuals who responded, 11% agreed with the question, 67% disagreed (for a variety of reasons) with a further 22% not sure. Points raised include:

- Recommendations from organisations included data should be cut for analysis by key demographic characteristics, e.g. socio-economic background, gender, migrant status in order to give a more nuanced story for different groups.
- Some respondents stated that indicators must capture the experience/views of other disadvantaged groups in society – e.g. LGB&T people; Gypsy, Roma and Traveller people; individuals with disabilities and white working-class people – looking at ‘integration’ in terms of social inclusiveness or inclusion.
- Some respondents suggested using indicators to create baselines for different individuals/groups in order to track their progress and develop a more nuanced view of the integration process.
- Others suggested that an effort should be made to try to link up existing government datasets in order to provide a more joined up picture of integration across services. Suggestions also included using established frameworks, such as the Home Office’s integration framework for new migrants.

### Government response

One of the gaps identified in the Green Paper is the lack of evidence to show what works to deliver better integration outcomes. We have already taken steps to address this through existing programmes, including commissioning an independent evaluation of the Integration Area programme. This evaluation will identify the effectiveness of the local area interventions delivered across the five Integration Areas. Evaluations of the Controlling Migration Fund and the Integrated Communities Innovation Fund will also help us learn about the impact of different interventions in improving integration outcomes locally. The results will be shared widely including through the new Cohesion and Integration Network.

We intend to monitor and publish several key integration measures as part of a basket of indicators both at local area level in the five Integration Areas and at the national level. These will include, for example, measuring the extent of improvements in speaking and using English (where English is a second language); people having the opportunities to mix locally with other people from different backgrounds; people from different backgrounds pulling together to improve their local area; and people respecting differences among residents in their local area.

Further details of the proposed basket of integration indicators and the methods to collect and analyse these data will be set out in a technical note, to be published in Spring 2019. This note will take into account the feedback we have received as part of the Green Paper consultation.