

# Building cohesion in Luton



Report of the Luton Commission on  
**community cohesion**

January **2011**



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## FOREWORD

### Seeking community cohesion in Luton 2011

Luton is a borough made up of different groups that in recent decades have brought with them their own cultures.

Harmonising the many cultures cannot be left to chance and steps need to be taken to ensure those who live and work here, feel secure and proud of their environment whatever their heritage.

Heritage is a living and growing force, the substance of everyday life, which helps to preserve identities. It evolves through our own experiences and reflects how we have adapted to change and responded to our imaginations. It encompasses history, religion, language, tradition and culture – all the things that we keep and treasure for posterity. The Commission has examined the ideas coming from this inexorable phenomenon and has tried to put forward some practical recommendations, keeping in mind Luton's ageing population, its numerous ethnic minority groups and its 21st century young generation.

Community cohesion – the focus of this report – is a value which is invested in our heritage and lies at the heart of the desire of the borough council, and other public and voluntary sector agencies to bring together the hopes, dreams and needs of local people into a report to inform the delivery of the many services.

The research report is the result of ten months work of the Commission on community cohesion and the citizens of Luton, who gave their time, expertise and insights to its production. I would like to express my grateful thanks to members of the Commission for all of their work.

I also want to thank the staff of the Council's Community Cohesion and Social Inclusion Team who pulled the findings together. The report has focussed on the information gathered in discussions with the people of Luton.

When we began our work, Luton had already produced "Sticking Together" and launched the Luton in Harmony campaign. By so doing Luton has shown great energy, determination and ingenuity in re-inventing itself as a place that has moved beyond mono culture to multi culture.

The Commission explored the formal and informal aspects of the heritage sphere, looking at how heritage can be harnessed and managed to produce cohesion. The main body of the report sets out the findings and the full set of evidence is available on the community cohesion web-site.



It is expected that this report will be read and the recommendations enacted.

**Baroness Howells of St Davids OBE**

## EXECUTIVE SUMMARY

The migration of people across the globe continues to be one of the most powerful currents shaping cohesion in Luton. Against this backdrop, the Commission was asked to examine community cohesion in Luton in 2010 and how people's identities impact on their experience of living here.

Luton is a vibrant town in Bedfordshire with its own distinct identity. Home to Luton Airport, the University of Bedfordshire and a number of high technology companies, Luton lies around 30 miles north of London and is one of the most densely populated areas outside of the capital. It has a diverse population of over 200,000 people according to local estimates, who come from many different places and traditions.

The evidence presented to the Commission showed that the majority of local people regarded the town's diversity as a positive attribute. But the evidence – including from events connected to international terrorism at the end of last year, and the real possibility of a major national demonstration sited in Luton this year – also showed that, if it is left to just happen, diversity can be perceived as having some very negative consequences. Extremism is roundly condemned by the vast majority of people in Luton but other negative consequences can result from cultural differences – not only from different races living side-by-side but also from different faiths, and other aspects of people's identities, such as sexual orientation, that can be used to underline differences rather than what binds people together in Luton.

The borough of Luton must continue to assume a major role in times of austerity around how it addresses these differences in order to connect up its established and newer citizens if it wishes to maintain peace and stability. Public and voluntary agencies have the power to take up citizens' causes, help them to challenge extremism and understand compromise, and to stand up and be seen and heard as one voice.

The Commission carried out qualitative research with local people through the well established citizens' panel, and through a panel of partners – such as the police, NHS, and voluntary and community sector groups – which was brought together for this particular purpose. In addition, the Commission held a series of focus groups to delve deeper into the issues, and “surgeries” at which Commission members met a wider range of groups and individuals face-to-face.

The Commission also drew on existing quantitative evidence, including from the Government's Place Survey (2008).

Overall, the research showed the borough had made progress with community cohesion since the last major report “Sticking Together” was published in January 2003.

Taking account of Luton's dynamic population and changing communities, the Commission argued strongly for constant vigilance and sustained effort from local public and voluntary agencies to maximise the gains and minimise the losses. The Commission believed that framing community cohesion in these terms going forward would deliver huge benefits, empower individuals, bridge multi ethnic and multi cultural communities and empower 21st century citizens.

This report calls for leaders in the borough to re-connect over the day-to-day problems. Citizens and community groups must be able to share their experiences in an open and honest way with those who are responsible for creating wealth and balancing inequalities during difficult economic times, to ensure stability and tranquillity in Luton.

Appendix D provides detailed reports on the Commission's engagement with citizens, public agencies, and voluntary and community sector organisations and is available at [www.luton.gov.uk/communitycohesion](http://www.luton.gov.uk/communitycohesion). Quotes and extracts have been summarised in Section 4 of the main report and fall broadly under the following headings:

- **Local economy** – local people's capacity to benefit from the opportunities offered by Luton's economy and its excellent transport connections.
- **Luton's image** – not hiding the difficult issues but achieving a fair and balanced picture, including in the national media.
- **Knowledge and understanding** – the needs of local communities and what the Council, and public, voluntary and community sector agencies can do realistically to understand and address those needs.
- **Communication** – around Luton's image, and to bridge the gap in knowledge and understanding between local communities.
- **Resource allocation and access** – where fairness and transparency are especially important during the current time of austerity.
- **English language** – helping people gain the skills they need in a way that connects them with others.

The Commission identified 10 recommendations for action at this time – by citizens, the local authority, public and voluntary agencies, and elected members supported by a chief executive and officers who are approachable and without bias. In other words true servants to the people of Luton.

Finally, it is clear that developing cohesion in a way that encourages all communities to recognise the advantages and share in the benefits of diversity presents an on-going challenge for a town as dynamic and high profile as Luton. Given the speed at which events impacting on community cohesion are moving, the Commission calls on the Luton Forum, as one part of its response to this report, to establish a working party to drill down into contentious but still unresolved issues. The working party should take the findings of this report as its starting point and focus on the practical implications of challenging extremism in all its forms in light of recent and on-going events. It should be given a direct reporting line to the Chair of the Luton Forum.

# SECTION 1

## Overview of Luton

### 1.1

Luton is a vibrant town in Bedfordshire with its own distinct identity. It has excellent connections by rail and road to the rest of the UK and an international airport. Luton is home to the University of Bedfordshire and has a number of excellent schools and colleges. High technology companies have moved in as more traditional industries have become a less prominent part of the town's economy.

### 1.2

Luton lies around 30 miles north of London and is one of the most densely populated areas outside of the capital. It has a diverse population of over 200,000 people according to local estimates, who come from many different places and traditions. Luton has significant numbers of well established communities living alongside more recent arrivals to the town. **Table 1** provides an overview of Luton's population based on the 2007 Mid Year Estimates from the Office for National Statistics.

### 1.3

Luton currently has a young population alongside increasing numbers of older and disabled people. When taken together with its Lesbian, Gay, Bisexual and Transgender communities, it is clear that Luton not only has an ethnically and culturally diverse population, but one that continues to evolve.

### 1.4

**Table 2** sets out the percentage of Luton's population by religion based on the most recent available data from the 2001 Census. In the table Luton is compared with the East of England, and with England and Wales more generally. It can be seen that Luton has a significant Muslim population compared with its region and against national data. Although these data will have altered over the past decade, the largest single religion in the town remains Christian.

### 1.5

Luton's diversity is widely regarded within the town as a significant strength but it can also present real challenges for community cohesion. The Commission took as its starting point the fact that, according to the community safety survey carried out in 2009, some 82% of Luton's residents believed they lived in an area where people from different backgrounds got on well together as set out in **Figure 1**.

**Table 1: Latest experimental statistics from the Office for National Statistics (based on the 2007 mid year estimates)**

Ethnic Group	2007
<b>White</b>	65.4
White - British	58.8
White - Irish	3.5
White - Other White	3.1
<b>Mixed</b>	2.9
Mixed: White and Black Caribbean	1.3
Mixed: White and Black African	0.3
Mixed: White and Asian	0.7
Mixed: Other Mixed	0.6
<b>Asian or Asian British</b>	20.6
Asian or Asian British: Indian	4.3
Black or Black British: Pakistani	10.7
Asian or Asian British: Bangladeshi	4.6
Asian or Asian British: Other Asian	1
<b>Black or Black British</b>	8.6
Black or Black British: Caribbean	4.2
Black or Black British: African	3.9
Black or Black British: Other Black	0.5
<b>Chinese or Other Ethnic Group</b>	2.5
Chinese or Other Ethnic Group: Chinese	1.8
Chinese or Other Ethnic Group:	
Other Ethnic Group	0.7

Source: Office for National Statistics, experimental statistics on estimated population by Ethnic Group, 2006 © Crown Copyright

These figures probably conceal the impact recent in-migration has had on the ethnic composition of Luton

**Table 2: Percentage of population by religion**

Religion	Luton	East of England	England & Wales
Christian	59.6%	72.1%	71.7%
Buddhist	0.2%	0.2%	0.3%
Hindu	2.7%	0.6%	1.1%
Jewish	0.3%	0.6%	0.5%
Muslim	14.6%	1.5%	3.0%
Sikh	0.8%	0.2%	0.6%
All other religions	0.3%	0.3%	0.3%
No religion	14.1%	16.7%	14.8%
Religion not stated	7.2%	7.8%	7.7%

*Source: 2001 Census (Key Statistics for Local Authorities) © Crown Copyright*

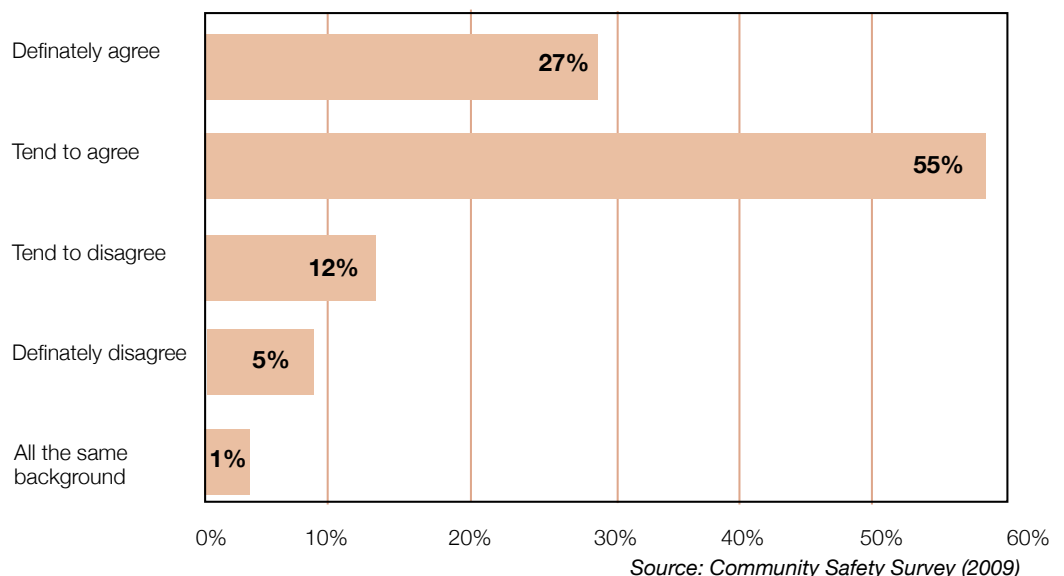
**1.6**

**Figure 1** also highlights the fact that around 17% of people in Luton tended to disagree or definitely disagreed with the idea that they lived in an area where people from different backgrounds got on well together – 1% of people said they regarded everyone as being from the same background. In order to move forward, it is the relatively dissatisfied 17% of people that the Commission sought to understand better through its work.

**1.7**

From the outset the Commission stressed that its role was to engage with people, consider the evidence and make recommendations for improving community cohesion further. It wanted to confront the difficult issues; make its research widely available, including to policy makers and those delivering services; arrive at some practical solutions through its recommendations; and, provide direction for further work in Luton.

**Figure 1: To what extent do you agree or disagree that your local area is a place where people from different backgrounds get on well together?**



## Local economy

### 1.8

Luton suffered slow economic decline over several decades. The town had been home to manufacturing industry, which provided a large number of low skill, relatively well paid jobs and created a real sense of community. The evidence gathered by the Commission showed there remains a sense of loss over the decline of traditional industry in Luton, particularly the Vauxhall car plant.

### 1.9

In more recent years there has been a resurgence in the town's fortunes led by local partners and business, and leading to the creation of new, high skill jobs. Many of these jobs are filled by people living outside of Luton, which causes some resentment among local people, although it is recognised by others as a positive feature of Luton's excellent transport links. Recent work for the development of Luton's Economic Development Strategy, which will be published in April 2011, showed a clear mismatch between the skills of local residents and the relatively high skill levels required to compete for the best jobs in town.

### 1.10

The recession that followed the credit crunch in 2008 has had a significant impact on Luton – there has been an increase in the number of people claiming Job Seeker's Allowance. Challenges of debt, poverty and deprivation are not new to the town. For this reason the decline has been more steady rather than the sudden economic shock experienced in better off areas, which may have lessened the direct impact on community cohesion.



## Community cohesion

### 1.11

It is significant that, despite Luton's post-industrial decline, it remained peaceful during the community disturbances which affected a number of similar towns in the north of England ten years ago. A community cohesion scrutiny panel in Luton led some high profile consultation in 2002 and published its report entitled "Sticking Together" the following year. A significant finding of the report was that most local people saw themselves first and foremost as Lutonians. This provided the town with a strong base, which it has used to develop community cohesion over the past decade.

### 1.12

Sticking Together provided evidence that Luton had more connected communities and better interactions between individuals on a day-to-day basis than in similar other areas. The assessment was broadly correct and proved durable due to the on-going focus on community cohesion through a variety of programmes and projects led by the statutory, voluntary and community sectors in the town.

### 1.13

Sticking Together provided the guiding principles for Luton's approach to community cohesion over recent years. On-going tensions between the English Defence League, the local Asian population, and other groups in Luton, which has its roots in the disrupted march of the Royal Anglian Regiment in March 2009 remain a potent reminder that community cohesion requires constant nurture.

### 1.14

The Commission was conscious that the impending time of austerity could have a negative impact on community cohesion. Luton has a relatively low local tax base, with around 30% of residents in receipt of council tax benefit, and is heavily reliant on government grant funding. Significant funding cuts are being felt across local government. Luton Council's funding will be cut by over 10% in the coming financial year 2011/12. This means building cohesion by tackling the toughest issues is essential to Luton's future prosperity and wellbeing.



## SECTION 2

### Luton Commission on community cohesion

#### 2.1

Luton has a strong base on which to build cohesion. The Sticking Together report set out a number of findings and challenging recommendations that covered a variety of areas from communications, resources and cultural awareness to English language, youth provision and education. Sticking Together fed into Luton Borough Council's Community Cohesion Strategy in 2006. An analysis of the action plans developed by the Local Strategic Partnership's Community Cohesion Theme Group indicated tangible progress since Sticking Together, particularly around educational attainment and the programmes to improve English for Speakers of Other Languages.

#### Building on Sticking Together

#### 2.2

The notion of a community cohesion commission was put forward by the Council as far back as 2008 following serious tensions between the African Caribbean and Asian communities, which related to incidents in the Selbourne Road area of Luton. As early plans for a commission were being drawn up, unrelated, but well publicised and extremely negative incidents were led by the group Call to Submission during a march of the Royal Anglian Regiment in Luton in March 2009. Call Submission has links to al-Muhajiroun and has been proscribed - which effectively means banned - by the Government.

#### 2.3

The Commission was asked by the Leader of Luton Borough Council and Chair of the Luton Forum, and by the Chief Executive of Luton Borough Council, to examine community cohesion in Luton and how people's identities impacted on their experience of living in the town. It was invited to make recommendations for how the Council, its partners and our communities could accelerate progress towards Luton's 2026 vision of a society where everyone is treated the same, equally with fairness and respect.

#### 2.4

From early on it was clear to the Commission that due to the constantly shifting nature of Luton's population some of the recommendations outlined in Sticking Together could recur in this report. New communities will continue to emerge and settle in Luton and a challenge for the Commission has been to build an awareness of these developing trends, and the complex interrelationships between them, into its recommendations.

#### 2.5

Earlier generations of migrants into Luton were essentially economic – settling in Luton because the town offered them much better economic prospects – and that trend continues today with new communities settling in Luton for a better life. It appears from recent events that there are second generation migrants who are more politicised and wish to change radically the essential democratic and tolerant nature of British society. A very small core of individuals are prepared to use violent and aggressive means to achieve their ends. This small core may sometimes have the active or tacit support of other members of their community.

#### 2.6

The Commission firmly supports the democratic and tolerant nature of British society and this report is intended to enhance that in Luton. As the entire spectrum of communities in Luton continue to make clear: those who wish to undermine or change the nature of society are not welcome in Luton. The Commission's recommendations seek to reduce the support for violence and intolerance by building on the views of the peaceful and tolerant majority. One significant measure of success for the Commission would be a future survey of attitudes in Luton showing that an even greater majority of residents believe the town to be a place where people from different backgrounds get on well together, and are able to live in peace and harmony. This aim has guided the Commission's approach.



## Approach

### 2.7

Conscious of the body of work around community cohesion in Luton, the Commission decided early on to use existing evidence from major surveys such as the Place Survey and the community safety survey, to inform its engagement and qualitative evidence gathering. In addition, a report by the University of Hertfordshire in August 2007 entitled “Mapping Community Cohesion Across Luton” highlighted many successful programmes and projects across the town, which were mapped to the priorities set out in *Sticking Together*. These programmes and projects had improving community cohesion as their primary or secondary aim and represented a significant portfolio of interventions by the statutory, voluntary and community sectors.

### 2.8

As part of its support for the Commission’s work, Luton Borough Council worked with the independent organisation “bmg research” and the Council’s in-house engagement team to run separate events with citizens and partners. These were followed up by focus groups and board surgeries. A cross section of local people were directly engaged in the Commission’s work. A number of written submissions and comments were also received, including some from members of the public via the Commission’s web-site. The Commission met on six occasions during 2010 to receive reports on progress and deliberate over its findings.

### 2.9

Given the large amount of evidence that the Commission collected, the process of drawing out key issues and themes was of necessity a subjective process. The key themes were agreed at Commission meetings. Inevitably some of the more minor issues have not been included in the report but are available publicly as part of making the Commission’s research transparent.

### 2.10

In setting out the evidence and formulating its recommendations, the Commission was conscious of the extensive body of work from the past decade that now exists on community cohesion, and which has fed into each section of this report. The Commission was particularly keen to learn some of the practical lessons that had accumulated from different parts of the UK over recent years. The next section draws on work from Local Government Improvement and Development and the Institute of Community Cohesion (iCoCo), and assesses Luton’s progress against the general principles set out by these national bodies.

## SECTION 3

### Review of community cohesion work

#### 3.1

The national Commission on Integration and Cohesion published its report “Our Shared Future” in June 2007. A key finding from the report was that there is no single solution to building cohesion. Local communities require local solutions that take account of factors such as the history of migration and settlement, levels of poverty and wealth, opportunities for employment, population churn and current population profile. There are several places across the UK that are similar to Luton and where community cohesion has been developed to a high degree. These offer a menu of best practice and have helped shape the recommendations in this report.

#### 3.2

Local Government Improvement and Development supports improvement and innovation in local government. It awarded beacon status for cohesion and resilience to four authorities in 2009. All of the authorities had demonstrated tangible outcomes in the following areas:

- A good understanding of how the debate on cohesion and integration has evolved.
- Evidence of work developing shared values and a common sense of belonging.
- A broad range of actions building on and embedding cohesion throughout areas of service delivery.
- An understanding of their local communities through strong mapping techniques.
- An understanding of the Prevent agenda and taking practical actions.

### Learning from good practice

#### 3.3

Each authority had achieved beacon status through different initiatives but common themes could be identified and were published as Beacon top tips for achieving cohesion and resilience locally:

- Build up strong support and leadership from elected members.
- Bring all of your partners with you: use your networks to share ideas and approaches; collaborate with others where possible.
- Be honest with your communities; engage them in the design and delivery of activities.
- Encourage civic pride and active citizenship.
- Know your communities and their issues, and be prepared to have difficult conversations.
- Be open to challenge.

#### 3.4

National good practice is also recognised through the iCoCo Awards for Bridging Cultures scheme, which was created to showcase work that promotes intercultural dialogue. It offers opportunities to inspire others whilst promoting grass roots activity to build trust and respect between people from different cultures. Recent winners of this iCoCo award include a project to tackle community tensions in an area where demographic change has happened quickly. The judges were especially impressed at the investment in training for local residents so they could become community bridge builders – something Luton has developed for itself alongside the neighbourhood governance programme.

### 3.5

The Commission's view is that Luton has made some progress against all of the Beacon top tips for achieving cohesion and resilience locally. It has, for example, encouraged civic pride through Luton in Harmony. Active citizenship has been proactively built through the neighbourhood governance pilots, which have developed the capacity of local residents in the Luton West area to influence decision making and created a direct line of sight between people's priorities and community spending. An impressive example of the Big Society in action.

### 3.6

The opportunities for civic involvement offered through Luton's neighbourhood governance programme, such as: community festivals; face to face surveys; and, neighbourhood decision days, have already proved to be a key means of strengthening and promoting equalities, cohesion and inclusion in communities.

### 3.7

There is, however, considerably more that can be done in the town on tackling tough issues during difficult times. In considering its recommendations the Commission has placed considerable emphasis on the need for strong support and leadership from elected members generally – building community cohesion is a key role for all councillors not just the executive portfolio holders. Evidence provided to the Commission by local people makes clear that service providers need to work harder at understanding Luton's communities and their issues, and being open to challenge. Difficult economic times make the need for difficult conversations even greater.

## Social capital and community cohesion

### 3.8

The Commission considered how Luton could accelerate progress towards its 2026 vision based on the available data, evidence from the consultation and its own deliberations. The Commission took account of social capital theory in relation to community cohesion – including the importance of interventions being judged against their effectiveness at moving beyond bonding activities and programmes, and towards the creation and maintenance of bridging and linking social capital.

## Luton's model for equality, cohesion and inclusion

### 3.9

In November 2006 Luton Borough Council published the Community Cohesion Strategy, which defined community cohesion as going beyond race and religion to encompass age, gender, disability, sexuality, and socio-economic background. Luton's model demonstrates the relationship between equality, diversity, community cohesion and social inclusion. The model is robust and provides a good framework for Luton to take forward the Commission's recommendations.

### 3.10

The findings of the Commission are set out in the next section.

## SECTION 4

### Findings of the Commission

#### 4.1

The Commission decided to make all of the evidence gathered through its engagement with citizens and partners, focus groups and board surgeries publicly available. Much of the evidence confirms all of the positives about Luton as a diverse, vibrant and welcoming town. Other aspects make for less comfortable reading but provide essential insights into the dissatisfied elements of Luton's population.

#### 4.2

There were comments that reflected entrenched attitudes, including from individuals who aligned themselves with the English Defence League (EDL). The EDL is usually identified with the protection of national identity and in opposition to groups such as Call to Submission. While the Commission would want its findings to shift the mindset of extremist groups who seek to disrupt day-to-day life for Luton's communities, it is realistic about such a prospect at least in the short to medium term. Nevertheless, the Commission was clear that extremist views from any quarter should not go unchallenged and that community leaders and, crucially, political figures, were essential to ensuring an effective response to those who detract from all that is good about Luton.



### 4.3

Luton's model for equality, cohesion and inclusion stresses the dimensions beyond race, ethnicity and faith – in line with Cattle (2008) "Community Cohesion: A New Framework for Race and Diversity". Overall, within the evidence presented to the Commission, race, ethnicity and faith did predominate, although other aspects of people's identities such as age and sexual orientation were also present. The detailed evidence is at [www.luton.gov.uk/communitycohesion](http://www.luton.gov.uk/communitycohesion).

### 4.4

The following key areas emerged from the evidence for focused attention by the Council, partners and communities.

## Local economy

### 4.5

This was about local people's capacity to benefit from the opportunities offered by Luton's economy and its excellent transport connections. Some in the community saw the workplace as the natural site for cohesion building and lamented the loss of large manufacturers that had provided well paid employment for significant numbers of local people.

**'There is hardly any work in Luton since Vauxhall's gone, AWN gone, Renault's gone, Chrysler's gone – there's no work here.'**

Male, Black, Lewsey Farm

### 4.6

The restructuring of Luton's economy over the last decade has had a visible impact with the creation of the Butterfield Business Park and Capability Green. Luton Airport also offers significant employment opportunities. Nevertheless, some people clearly still sense a lack of opportunity for their families in Luton.

**'I've told my children they will have to get out of Luton [due to the lack of jobs and opportunities]'** Community Workshop

### 4.7

The Commission was also aware of the extensive work that was being undertaken as part of Luton's economic assessment and, subsequently, on the economic development strategy. The Commission sought to take that parallel work into account in formulating its recommendations.

## Luton's image

### 4.8

This was about not hiding the difficult issues but achieving a fair and balanced picture, including in the national media. People expressed unhappiness about the image of Luton, particularly as it is portrayed in the press. They felt the national press tended to pick up the more negative stories about Luton from the local press, although it was recognised that a lot of work had been done with the media in Luton over recent years.

**'Luton's got a very bad name. People think it's full of terrorists. I think the communities rub along really well in Luton, the Asian communities.'** Female, White, Stopsley

### 4.9

People generally accepted the freedom of the media to report as it saw fit, but were clearly looking for Luton to receive a more even balance between the good and the bad stories.

**'The media is really really powerful and we need to pump positive stories in....'**

Community Workshop

#### 4.10

The Luton in Harmony campaign – launched in January 2010 – was cited during the partners’ workshop as an excellent practical example of how Luton could proactively work to create a more positive and accurate image. Luton in Harmony is an approach on which the Commission has sought to build.

## Knowledge and understanding

#### 4.11

This was about the needs of local communities and what the Council, and public, voluntary and community sector agencies can do realistically to better understand and address those needs.

#### 4.12

Residents said that the Council and other service providers needed to improve their understanding of people’s different needs – some residents were not clear about the precise role of the Council. They also said that communities needed to understand each other better.

**‘Large numbers of people not aware of asylum seekers needs. GPs are not aware of what they can do to assist. Services are not aware of what they can and cannot do. The refugee council are “joining people up”. The Council could assist by putting asylum seekers and services together.’**

Commission Surgery

**‘Also on religious literacy, when the Archbishop of Canterbury came in 2007, he talked about how the national government are illiterate when it comes to faith issues. It’s true of Luton Borough Council as well. There is a failure of understanding of the leadership role that many faith leaders take on in their community and in society.’** Commission Surgery

#### 4.13

There were statements made on more than one occasion during the Commission’s surgeries that, when people looked at other areas, the more cynical among them would think that the best way to attract resources to your town or city was to have a riot. No-one seriously suggested to the Commission that Luton should have a riot. The point made was that education (of communities about communities) has a significant role to play in building the understanding that will avoid Luton ever reaching that point.

**‘Education is really important, Islamic education to non Muslims. Don’t know how it is going to happen but we need awareness that behind the beards and dresses they play tennis, football, same as everyone else.’** Commission Surgery

#### 4.14

Schools were seen as a great opportunity to change for the better the way people perceive and relate to each other.

**‘My mum grew up in Stevenage, and she’s really racist. So, through my childhood, she said to stay away from other children. When I got to high school, there were loads of different people there. I saw that my mum was wrong. They’re just normal human beings.’** Female, White, Stopsely

#### 4.15

People also said that single group schools characterised by faith or ethnicity were increasingly becoming an issue for Luton. Schools in the town were described as ‘almost mono-ethnic’ and the need to ensure pupils and students were mixing through the development of twinning arrangements between schools was highlighted.

## Communication

### 4.16

This was linked to Luton's image and to bridging the gap in knowledge and understanding between local communities.

**'When I was young I was beaten up so many times by mods and skinheads all through high school I lived in fear but after a while I realised they were a minority and I realise now that I can not use what happened to me in the past to judge all Christians as this.'** [Commission Surgery](#)

### 4.17

Issues relating to police use of stop and search received a particular mention. The comment below was one of the most expansive received by the Commission on this subject.

**'We met the police to have discussions in responses to knife crime. The police instigated an operation to deal with the concern through execution of the stop and search for weapons. Questions have been raised around the pretext for stopping and searching particular people. The police's reasons are not clear for why they are stopping and searching individuals. Seen as a waste of time and has defeated the objective – to get people to co-operate, police need to be subtle for people to communicate. This has not been a good experience – the ratio of the number of searches versus number of weapons seized is one to ten.'** [Commission Surgery](#)

### 4.18

The fundamental idea that improved communication between communities will lead to stronger relationships was a commonly held view.

## Resource allocation and access

### 4.19

This was about fairness and transparency, particularly during the time of austerity.

### 4.20

Some individuals and community groups said there was a stark difference between communities 'in the know' and those that are not, which created damaging competition between communities. People also said that access to resources does not always match need, and that sometimes 'resources went to those with the loudest voices'. A further set of comments reflected the view that, while the Council is sometimes good at meeting the needs of individuals, it does not always meet the needs of the community at a strategic level.

**'[Funding] should not be allocated on the basis of who had the loudest voice or by those who had members that filled the committees that decided such matter.'** *Commission Surgery*

### 4.21

The Commission regarded it as important for the Council to have a clear and coherent rationale for its funding policies - it was difficult to achieve a consistent approach if several departments funded a community group against different criteria. The Commission noted that all public bodies needed to consider how they work with the voluntary and community sector at this difficult time to make the most of its skills and capabilities.

## English language

### 4.22

This is about helping people gain the skills they need in a way that connects them with others.

### 4.23

English language came through as a distinct theme in a way that echoed the findings of the national Commission on Integration and Cohesion's report "Our Shared Future". People in Luton thought that the ability to communicate through a common language was essential to building community cohesion. It was taken as read by people that the common language should be English and some residents at the citizens' workshop expressed their views in very forthright terms.

**'This is what gets me, we are all trying to be so PC but let's stop being PC. Let's get down to it and ask them why they don't want to learn English'**

*Citizens' workshop*

### 4.24

Although the challenges of learning a different language for new arrivals were clearly understood by most participants, there was little doubt in people's minds about the positive returns to the individual and the wider community of improved English language skills. These positive returns would be found in everything from enhanced day-to-day interactions with neighbours through to improved employment prospects. Again, the clear and forthright way this is expressed below is fairly typical of what the Commission heard.

**'They come over here and they're given a translator and everybody has to pay for it. I'm a firm believer that if you want to live in a different country you learn their language.'**

*Focus group, Bramingham*

#### 4.25

There are currently no reliable up-to-date figures on the level of English language skills in Luton.

## Overall

#### 4.26

It was notable that some of the evidence reflected views, concerns and aspirations previously expressed by people during the consultation that led up to the publication of Sticking Together. As noted earlier in this report, the very nature of community cohesion means that it can take a long time to effect deep change. It was clear that some progress had been made since Sticking Together. Luton in Harmony was a prime example of a recent and on-going initiative that was having real impact.



## SECTION 5

### Recommendations for action

#### Recommendation 1

The Commission calls for Luton's Economic Development Strategy to include a range of measures that not only create new jobs but give priority to helping local people access those jobs.

#### Recommendation 2

The Commission calls for all partners in Luton to concentrate efforts on building strong relationships with the local media and the town's neighbouring areas following the significant success of Luton in Harmony.

#### Recommendation 3

The Commission calls for leaders to fully understand the needs of Luton's different communities – using the evidence presented in this report to devise and deliver tailored training sessions for leadership teams.

#### Recommendation 4

The Commission calls for the Council, as a matter of urgency, to clearly define the community cohesion champion and leadership role of elected members and ensure it is carried out as a core element of every councillor's job through relevant training and monitoring.

#### Recommendation 5

The Commission calls for Luton in Harmony to be used as the basis for spreading best practice and forging meaningful links between Luton's less ethnically diverse schools. Active mixing within and between schools should be an integral part of the curriculum in Luton.

#### Recommendation 6

The Commission calls for Luton's cultural infrastructure, particularly its festivals and public events, to be comprehensively mapped and used proactively to bring different people together. The boards and committees that organise these events will only be able to build the bridging social capital that increases community cohesion if they too are fully representative of the local community.

#### Recommendation 7

The Commission calls for the police to extend their focus on community cohesion in Luton. As part of developing this role, the police need to be clear about the reasons underlying stop and search generally and in particular cases.

#### Recommendation 8

The Commission calls for the rationale for funding decisions to be made publicly available as a matter of course. Once decisions have been taken, headline scores against funding criteria should be made transparent.

#### Recommendation 9

The Commission calls for the Joint Strategic Needs Assessment of health and social care to be focused on areas of greatest need, and for analysis of need to be based on communities of interest not only geographical location.

#### Recommendation 10

The Commission calls for statutory, voluntary and community sector bodies that have extensive contact with Luton's residents to proactively signpost people in need of improved English language skills to relevant services.

## Recommendations

### 5.1

The evidence gathered by the Commission was summarised in section 4 under the broad headings set out below:

- **Local economy** – local people's capacity to benefit from the opportunities offered by Luton's economy and its excellent transport connections.
- **Luton's image** – not hiding the difficult issues but achieving a fair and balanced picture, including in the national media.
- **Knowledge and understanding** – the needs of local communities and what the Council, and public, voluntary and community sector agencies can do realistically to understand and address those needs.
- **Communication** – around Luton's image, and to bridge the gap in knowledge and understanding between local communities.
- **Resource allocation and access** – where fairness and transparency are especially important during the current time of austerity.
- **English language** – helping people gain the skills they need in a way that connects them with others.

### 5.2

The ten recommendations for action in this section follow the order of these broad headings. The section concludes with the Commission's reflections on particular areas for further work – taking account of recent events – and sets out how this further work should be taken forward.

### 5.3

The qualitative evidence gathered by the Commission, including the range of quotes from residents and others, is available in its entirety at the Commission's web-site

[www.luton.gov.uk/communitycohesion](http://www.luton.gov.uk/communitycohesion).



## Local economy

### 5.4

Economic prosperity and community cohesion are closely linked. Evidence presented to the Commission shows that Luton residents earn around £2,000 *less* than the national average wage. In sharp contrast to the fact that jobs in Luton pay around £2,000 *more* than the national average wage. Although this data was not generally known in Luton, the Commission uncovered a strongly held view among local people that the best jobs and opportunities went to those from outside of the town.

### 5.5

Luton's on-going work on its economic development strategy has identified skills improvement as a top priority for the coming years and the Commission fully supports this direction. The evidence is that the skills of Luton residents are well below national averages at most levels (NVQ2, NVQ3, NVQ4, NVQ5). Skill levels are certainly inadequate for residents to participate fully in the types of jobs that an increasingly knowledge-led local economy is creating. This mismatch does not appear to be widely understood among the cohort of residents whose skills will need to be raised if they are to compete for the best jobs. A skills survey carried out in 2010 found that 63% of respondents did not believe they needed to improve their skills in order to secure employment.

### 5.6

As this report has made clear, Luton's successful reinvention of its local economy over recent years means it has avoided becoming a typical post-industrial town characterised by steady decline. It must now address the skills issue while maintaining the high quality jobs that characterise the vibrant demand side of the local economy.

## Recommendation 1

**The Commission calls for Luton's Economic Development Strategy to include a range of measures that not only create new jobs but give priority to helping local people access those jobs. The Commission expects this to include motivational coaching for local people alongside more formal skills training.**

### 5.7

The Commission is fully aware that rebalancing the local economy in the way described is a long term undertaking. Most immediately the wider impacts of the recession include a significant increase in expressed need for debt and money advice. High unemployment is not the whole picture as many working people have experienced reductions in hours and cessation of overtime opportunities. These changes significantly impact on weekly and monthly incomes and can lead to severe hardship and isolation, which has the potential to reduce community cohesion. The continuing availability of short term mitigating measures – such as quality advice and information for citizens – is crucial in tough economic times.

## Luton's image

### 5.8

Recent events have emphasised that Luton's public, voluntary and community sector organisations must continue to challenge the intolerant and extremist views of a small minority in Luton, and support community leaders to do the same. The aim is to manage and reduce the appeal and prevalence of those views and the potential damage they cause the people of the town and its image.

### 5.9

Image has been a difficult issue for Luton for many years. There have been several attempts to change this over the last couple of decades, such as the Luton's Looking Up campaign in the late 1980s and Luton First more recently. The current Luton in Harmony campaign launched in January 2010 centres around the promotion of understanding and celebrating Luton's diversity. Lapel badges, a pledge and other communications materials have been used. People sign and carry a pledge card that commits them to wearing the badge and telling people what it means, making friends with people from different backgrounds and life experiences – and learning about their values – and promoting their beliefs in a spirit of peace and harmony.

### 5.10

Around 23,000 badges and pledges have been distributed around Luton as part of a highly visible and successful campaign. There is already evidence of attitudes being changed as a result of the campaign with, for example, schools incorporating the terms of the pledge into their values and behaviours.

### 5.11

External inspections and other analyses of work in Luton to date have frequently referred to the fact that whilst an enormous number of positive activities and programmes are underway there is often insufficient coverage of these in the local and wider media. There has been specific criticism of the Council in this regard, which was echoed by citizens and partners during the Commission's evidence gathering.

## Recommendation 2

**The Commission calls for all partners in Luton to concentrate efforts on building strong relationships with the local media. The town's local media is more varied than that in other areas, with the longer established news groups much more supportive of the cohesion agenda. The approach needs to build on the significant success of Luton in Harmony ensuring that regular stories and images feature in all aspects of the local media. Using the same approach, Luton must also focus relentlessly on changing its negative image among the residents of neighbouring areas.**

### 5.12

Luton's response to the activities of groups such as the English Defence League demonstrate that it is not seeking to hide the difficult issues. In the same way local leaders need to focus attention on knowledge and understanding – the needs of local communities and what the Council, and public, voluntary and community sector agencies can do realistically to understand and address those needs.

## Knowledge and understanding

### 5.13

Two distinct strands have emerged from the Commission's work in this important area:

- Knowledge and understanding of different communities on the part of service providers and senior leaders.
- Knowledge and understanding between Luton's diverse and changing communities.

### 5.14

There were a range of extremely positive comments from people about how we are all the same underneath our different external appearances. At the same time some significant divides emerged between people identifying themselves as White and those identifying themselves as Asian. There also appeared to be a separation in terms of everyday interactions between the newer Polish arrivals and other communities, which was also evident through tensions in one of Luton's schools during the course of the Commission's work. Specific tensions also arose during last year between the local Pakistani and Bangladeshi communities.

### 5.15

The picture is an extremely complex one. Experience in other areas, and from the work that flowed from the 2001 Community Cohesion Review Team chaired by Professor Ted Cante, has repeatedly stressed the need for difficult conversations to be facilitated rather than led by local authorities and other public agencies. Local leaders need to ensure they have the skills and capacity to play that subtle and fluid role.

## Recommendation 3

**The Commission calls for leaders to fully understand the needs of Luton's different communities. Every public, voluntary and community sector agency in Luton should use the evidence presented in this report to devise and deliver tailored training sessions for leadership teams. The sessions should focus on improving knowledge and understanding of Luton's communities and understanding the public, voluntary and community sector's role in promoting community cohesion.**

### 5.16

The experience in recent years from all of the Beacon authorities examined by the Commission, among them the London Borough of Hounslow, has been that in terms of promoting knowledge and understanding between communities strong leadership from elected members is vital. It is clear that Luton's councillors have a key role to play.

## Recommendation 4

**The Commission calls for the Council, as a matter of urgency, to clearly define the community cohesion champion and leadership role of members and ensure it is carried out as a core element of every councillor's job through relevant training and monitoring.**

### 5.17

Building community cohesion is a long term undertaking and, at an individual level, needs to begin as early as possible. The London Borough of Waltham Forest as another Beacon authority reported that one of the most successful aspects of its cohesion work had been in partnership with the education sector. It built a network of head teachers who shared a common vision for community cohesion in its schools.

### 5.18

Luton has some great schools, which have improved year-on-year in terms of educational attainment since the middle of the last decade. Hillborough Junior School is in an inner city catchment area and is ethnically diverse. It consistently does well in SATs tests and the school staff recently received an award for being the outstanding school team in the Eastern Region of England. Ferrars Junior School recently achieved outstanding for cohesion in its Ofsted inspection.

### 5.19

A programme of work is currently underway utilising the Luton in Harmony brand as the vehicle to promote community cohesion. A significant number of schools and their governors are signed up to this approach and a programme of work is cascading Luton in Harmony into every school in the town. There is now widespread confidence that, despite the community cohesion duty being removed from the Ofsted framework this year, the work will continue. It has become well embedded and has a number of senior managers and governors in schools signed up.

## Recommendation 5

**The Commission calls for Luton in Harmony to be used as the basis for spreading best practice and forging meaningful links between Luton's less ethnically diverse schools. Active mixing within and between schools should be an integral part of the curriculum in Luton.**

### 5.20

There is a clear link between schools and the local economy elements of community cohesion that were set out at the start of this section. The role of families and other role models are essential for raising children's aspirations and embedding the right attitudes for success. Building on the work started in the Leading Lights programme, local role models should be used by schools as a way of raising the aspirations of pupils.

## Communication

### 5.21

Luton has a rapidly changing population and developing appropriate communications with its diverse communities is already a priority for many public agencies in the town, including the police. Maintaining and improving communication channels between different groups, and between communities and public bodies, is a continuous task. Effective engagement and communication methods need to be developed with all of Luton's diverse communities, including disillusioned and marginalised groups and individuals.

### 5.22

A clear need to encourage wider engagement with, and understanding of, the Muslim community emerged from the Commission's work. That finding is reinforced by recent events. The focus on extremism through the Preventing Violent Extremism (PVE) funding stream, and in the media generally, has created a community that feels unfairly stigmatised. At the same time the Commission found that non-Muslim groups regarded the PVE funding stream as an unfair directing of scarce resources towards a particular community that was perceived as a problem. This paradox creates a no-win situation for all communities and reinforces separation and difference.

### 5.23

One of the most basic ways of bringing all communities together is through the town's rich infrastructure of festivals, including the largest one-day carnival in Europe, community facilities and other events. The Commission found these to be a considerable strength for the town but they were not always used to their fullest extent in terms of creating bridging social capital – bringing people from different backgrounds together and creating meaningful day-to-day contact between them.

## Recommendation 6

**The Commission calls for Luton's cultural infrastructure, particularly its festivals and public events, to be comprehensively mapped and used proactively to bring different people together. The boards and committees that organise these events will only be able to build the bridging social capital that increases community cohesion if they too are fully representative of the local community.**

### 5.24

The rich infrastructure of festivals is far more emblematic of Luton than its media image would suggest but tensions clearly do exist.

### 5.25

How the police communicate their actions around times of community tensions to ensure that the public understands the reasons behind its actions is key. It is particularly important in the aftermath of demonstrations in terms of the ongoing relationship between the community and the police. It is an area to which the police are giving particular attention at the time of this report's publication.

### 5.26

Overall, the police must have a clear and consistent response so that everyone knows what to expect and receives the same treatment. According to what the Commission heard some people in Luton think there is a double standard of policing, with the police sometimes acting in particular ways because they are afraid of being labelled as racist. Stop and search remains a sensitive area and gave rise to particular concerns across a wide range of Luton's communities.

## Recommendation 7

**The Commission calls for the police to extend their focus on community cohesion in Luton. As part of developing this role, the police need to be clear about the reasons underlying stop and search generally and in particular cases. Many people do not understand the reasons why they have been stopped even though they have asked the police. As a result they feel as though they are being victimised and this needs to be addressed.**

### 5.27

This specific recommendation will enhance the efforts of the police to build an on-going dialogue with Luton's communities.

## Resource allocation and access

### 5.28

Transparency around decision making and funding is even more vital during times of economic hardship and financial austerity. The Council has asked residents where their priorities lie through a questionnaire with hard hitting choices around funding. Residents have highlighted the need to protect the vulnerable during difficult times. Statutory agencies are working with the voluntary and community sector to prepare for future funding constraints and develop new models for working together.

### 5.29

The Commission found that real or perceived variations in funding for different areas of the town, and between different communities, had a detrimental impact on cohesion in Luton. The most vivid example brought to the Commission's attention by residents was the New Deal for Communities (NDC) funding allocated to Marsh Farm, which some people felt should have been shared with Lewsey Farm. The Commission understands there are complex arguments around relative deprivation and need in these areas. It also knows that central government maintained tight control over NDC funding, which limited local discretion. The key lesson, from a cohesion perspective, is that the approach to NDC funding set areas against each other and was not well explained to local communities.

### 5.30

A more recent example is the Preventing Violent Extremism (PVE) strand of what was Area Based Grant – also referred to in the findings under “Communication” above. In Luton, as in similar areas across the country, the PVE grant is frequently accused of stigmatising the Islamic faith and the wider Asian community. The Commission found evidence that PVE was regarded by some outside of the Asian community as special treatment for a problematic group of people.

### 5.31

These two examples are very different in nature but together they point to the fact that not only must funding decisions be based on need – the fact that they are based on need must be clearly and transparently demonstrated.

## Recommendation 8

**The Commission calls for the rationale for funding decisions to be made publicly available as a matter of course. Once decisions have been taken, headline scores against funding criteria should be made transparent.**

### 5.32

Luton's Joint Strategic Needs Assessment forms the basis for many important decisions on resource allocation on health and social care and should provide the most wide ranging and comprehensive analysis of need. It does not currently provide the necessary level of analysis of the needs of different communities. It records need according to geographical areas and does not identify the needs of communities dispersed across the whole of the town rather than located in one specific area. The Joint Strategic Needs Assessment is not known about widely enough and how it links to decision making is unclear.

## Recommendation 9

**The Commission calls for the Joint Strategic Needs Assessment of health and social care to be focused on areas of greatest need, and for it to analyse need based on communities of interest not only geographical location. In addition, data sets have to be subjected to rigorous scrutiny by all stakeholders. The Joint Strategic Needs Assessment must be made properly accessible to people via more user friendly web and paper based resources.**

### 5.33

In order to really solve this issue in the medium term the Council and partners need to radically change the way in which they collect and manage information on individuals. They need to develop a “single view of the customer” that is comprehensive and includes key equalities data.

## English language

### 5.34

There was a clear consensus among citizens who responded to the Commission's work on the need for English language skills to help create bridges between different people and communities.

### 5.35

There is provision available to help people improve their English language skills. Informal signposting utilising the existing points of contact with customers will ensure the limited provision meets the needs of as many individuals and possible.

## Recommendation 10

**The Commission calls for statutory, voluntary and community sector bodies that have extensive contact with Luton's residents to proactively signpost people in need of improved English language skills to relevant services. No-one should be compelled to learn English as a condition of receiving services but there is a strong case for making clear what is already available for people given the positive returns to the individual and wider community.**

### 5.36

The services provided offer a prime opportunity not only for people from different backgrounds to mix together, but also as a place where the cohesion issues raised in this report can and should be discussed. There are existing discussion groups that aim to help people improve their English. These services already bring different people together as a matter of course and are an example of the places where cohesion issues could be openly discussed.

## Taking forward the recommendations for action

### 5.37

The Commission calls for implementation of these relevant and evidence-based recommendations to be led by Luton's public agencies, and its voluntary and community sector, and for work to begin as a matter of urgency. Based on the strong representation of local decision makers on the Commission, it expects to receive a positive response from the Council and the Luton Forum, which is the town's Local Strategic Partnership.

### 5.38

The Commission was always conscious that events impacting on community cohesion in Luton move quickly and sometimes assume a national and even international dimension. The Commission could not have predicted the events that occurred at the end of last year when the world witnessed the abhorrent act of an individual who had been based in Luton, and whose actions were roundly condemned by all communities in the town. At the start of this year the English Defence League has made Luton the focus of its national activities in a way that is potentially damaging to community cohesion locally. As a result, Luton continues to have a national profile based on the actions of individuals and groups who do not represent the views of the vast majority of local people.

### 5.39

The need for proactive management of community cohesion in Luton has never been greater or more challenging. The ten recommendations in this report will help Luton's public, voluntary and community sectors tackle the socio economic factors that form the bedrock of cohesive communities, target resources to those in greatest need, build understanding between communities and take full advantage of the town's significant existing strengths.

## Further work

### 5.40

It is clear that developing cohesion in a way that encourages all communities to recognise the advantages and share in the benefits of diversity presents an on-going challenge for a town as dynamic and high profile as Luton. The Commission was acutely conscious that its terms of reference were rightly focused on strategic issues around how to accelerate progress towards Luton's 2026 vision of more cohesive local communities.

### 5.41

**Given the speed at which events impacting on community cohesion are moving, the Commission calls on the Luton Forum, as one part of its response to this report, to establish a working party to drill down into contentious but unresolved issues. The working party should:**

- **Take the findings of this report as its starting point.**
- **Develop terms of reference focused on the practical implications of challenging extremism in all its forms in light of recent and on-going events.**
- **Include some Commission members and, crucially, faith leaders within its membership.**
- **Have a direct reporting line to the Chair of the Luton Forum.**

### 5.42

As the Commission's report makes clear – and Luton's experience since its last major report on community cohesion has shown – making a positive impact on community cohesion requires short and medium term actions linked to a clear long term vision. Luton's 2008 Sustainable Community Strategy provides a vision that remains relevant for the present time of turbulence locally and austerity nationally. Successful delivery of this report's ten recommendations will be challenging in light of the steep reductions in public spending that were confirmed in December 2010 following the Comprehensive Spending Review. Success will require innovation and making the most of Luton's extensive cultural assets, increasingly successful schools and great economic potential.



## APPENDIX A.

### Terms of reference

#### 1. Background

The Commission has been established by the Council but it is not a body or committee of the Council. It has an independent chair and its membership has been drawn from a range of people with a Luton connection, and range of backgrounds and interests.

#### 2. Terms of reference

The Commission is asked to examine community cohesion in Luton in 2010 and how people's identities impact on their experience of living here. It is invited to make recommendations for how the Council, its partners and our communities can accelerate progress towards the Luton 2026 vision set out by our residents as a society where "everyone is treated the same, equally with fairness and respect".

The Commission is asked to offer recommendations to the Council, partners and our communities. Any significant recommendations for the Council will be taken through the normal scrutiny and decision making bodies in line with the usual rules and protocols. This general principle will also apply to recommendations made to other public sector agencies and the voluntary and community sector.

#### 3. Approach

The Commission's work will include:

- a focus on both people and place, engaging with a cross section of Luton's residents, communities and businesses;
- an examination of the positives and challenges in terms of community cohesion and encouraging the identification of innovative ideas and solutions;
- use of quantitative and qualitative data and evidence, drawing on locally and nationally produced research;
- community engagement, involving focus groups led by members of the Commission;
- meetings of the Commission to discuss evidence and hear from community witnesses; and
- publication of a final report alongside underpinning evidence.

#### 4. Chair and membership

The Commission will have 18 members, representing a cross section of experience, expertise and interests. The Chair of the Commission will be Baroness Howells of St Davids.

The Commission's meetings will not be public but it will allow observers to attend its meetings at the chair's discretion. The Commission will undertake other actions with the aim of ensuring a range of groups beyond the membership have the opportunity to participate in the process.

## APPENDIX B.

### Membership of the Commission

Baroness Howells of St Davids OBE	<b>Chair - Luton Commission on community cohesion</b>
Mahwish Arif	<b>Youth MP</b>
Councillor Joan Bailey MBE	<b>Elected member - Labour party</b>
Chris Barnes	<b>Chair - Churches Together in Luton</b>
Minister David Campbell	<b>Chair - African Caribbean Community Development Forum</b>
Chief Superintendent Mike Colborne	<b>Divisional Commander - Bedfordshire Police</b>
Kevin Crompton	<b>Chief Executive - London Borough of Haringey</b>
Councillor Michael Dolling	<b>Elected member - Liberal Democrat party</b>
Linda Farrell	<b>Chair - Luton Assembly</b>
Councillor Michael Garrett	<b>Elected member – Conservative party</b>
Brian Hibbert CBE	<b>Chair - Bedfordshire and Luton Chamber of Commerce</b>
Noreen Kellett MBE	<b>Chair - Luton Irish Forum</b>
Zafar Khan	<b>Chair - Luton Council of Faiths</b>
Dr Nazia Khanum OBE	<b>Director - Equality in Diversity</b>
Nadine Madi	<b>Elected member - Youth Council</b>
Prof Gurch Randhawa	<b>Chair - NHS Luton</b> <b>Chair - Luton Forum Equality, Cohesion and Inclusion Group</b>
Councillor Hazel Simmons	<b>Leader of the Council</b> <b>Chair - Luton Forum</b>
Sheikh Zubair	<b>President - Luton Council of Mosques</b>

## APPENDIX C.

### Acronyms used in the report

**EDL** – English Defence League

**iCoCo** – Institute of Community Cohesion

**JSNA** – Joint Strategic Needs Assessment

**NDC** – New Deal for Communities

**Ofsted** – Office for Standards in Education

**PVE** – Preventing Violent Extremism

**SATs** – Standard Assessment Tests

Available at [www.luton.gov.uk/communitycohesion](http://www.luton.gov.uk/communitycohesion)

**D.** Background material and evidence presented to the Commission

**E.** Sticking Together





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