

# **PSA Delivery Agreement 21:** Build more cohesive, empowered and active communities

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# VISION

**1.1** This PSA is about three associated and reinforcing agendas, building cohesive, empowered and active communities:

- that maximise the benefits of diversity rather than fear it;
- where individuals are empowered to make a difference both to their own lives and to the communities and wider environment in which they live; and
- where individuals are enabled to live active and fulfilled lives.

**1.2** The Government recognises that diversity has brought enormous economic benefits, but that change and migration have also created challenges. The Government's aim is to create thriving places in which a fear of difference is replaced by a shared set of values and a shared sense of purpose and belonging.

**1.3** In order to find common solutions, local people and communities need to be empowered to lead change, and given the confidence, skills, and power to influence what public bodies do for them.

**1.4** Similarly, in living and working as individuals or in groups, together citizens want support and need to be enabled to live active and fulfilled lives. Active communities can be achieved by increasing levels of formal and informal volunteering, where members of the community work to meet local needs as well as by increasing participation across a variety of cultural and sporting activities. At the heart of this active participation are community-based third sector organisations, often bringing different groups together, and providing the platform to meet the needs of individuals and communities.

**1.5** Sustainable third sector organisations<sup>1</sup> are vital to achieving the aims of this PSA. They are able to better represent the voice of communities, to support empowering, user-focused services, which involve citizens in their design and operation, and bring people together to effect change in communities. The Government will continue to work to create the conditions where these organisations can thrive and 'scale up' their contribution where they wish to, delivering their objectives and contributing fully to better outcomes, both alone and in partnership.

**1.6** Sustainable funding will play a key role in this. Short term funding can lead to the diversion of valuable resources into bidding for funds. It prevents an organisation from making any medium or long-term commitments to serve its users or beneficiaries and can restrict the ability of organisations to recruit, retain and invest in the best staff. The Government is committed to tackling this problem by making three-year funding to third sector organisations it funds the norm rather than the exception.<sup>2</sup>

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<sup>1</sup> The Government defines the third sector as non-governmental organisations that are value-driven and which principally reinvest their surpluses to further social, environmental or cultural objectives. It includes voluntary and community organisations, charities, social enterprises, cooperatives and mutuals.

<sup>2</sup> *The future role of the third sector in social and economic regeneration: Final report*, HM Treasury/Cabinet Office, July 2007.



# 2

## MEASUREMENT

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**2.1** This PSA will be supported by six indicators, as set out below:

**Indicator 1: The percentage of people who believe people from different backgrounds get on well together in their local area**

- Central to cohesive communities are good relations between people from different backgrounds. This indicator will focus efforts upon building and maintaining these good relations. Research<sup>1</sup> has shown that this is a strong overall measure of cohesion, picking up on whether people feel their community is one where diversity is valued, people from different backgrounds have similar life opportunities and where there is a common vision and a sense of belonging for all.

**Indicator 2: The percentage of people who have meaningful interactions with people from different backgrounds**

- This indicator will focus efforts upon facilitating such interaction. The Commission on Integration and Cohesion highlighted the importance of meaningful interaction, and this is supported by analysis<sup>2</sup> showing that bridging social capital supports cohesion, even after other factors have been taken into account. The aim for this indicator is to achieve a significant increase in the percentage of people who have regular meaningful interactions in at least one sphere of their lives.

**Indicator 3: The percentage of people who feel that they belong to their neighbourhood**

- A community is likely to be more cohesive at the local level where people feel a sense of belonging to their neighbourhood and local area. This indicator will focus efforts upon creating and maintaining that sense of belonging. The Department for Communities and Local Government (CLG) analysis has shown that a sense of belonging to the immediate neighbourhood is a key indicator of community cohesion.

**Indicator 4: The percentage of people who feel they can influence decisions in their locality**

- An important part of an empowered community is feeling that as a citizen you can influence local decisions. Field experience suggests that this feeling can be enhanced by a wide variety of forms of participation and contributes to active citizenship. Effects of actions by Local Authorities (LAs) to meet their new 'duty to involve' local people, and other new mechanisms such as the Community Call for Action, asset transfer to community organisations, parish power of well-being and widening the sources of councillors are all expected to link well with this indicator. This indicator will focus efforts upon ensuring this.

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<sup>1</sup> Analysis of Citizenship Survey, CLG, 2003-05.

<sup>2</sup> Analysis of Citizenship Survey, CLG, 2005.

**Indicator 5: A thriving third sector**

- Key to successful active communities is voluntary action (including a greater role in voice and campaigning), wider participation in the design and delivery of local services through third sector organisations, and community led development of social enterprise solutions to local problems. This indicator will focus efforts to promote participation in formal volunteering, growth in social enterprise and also to ensure that the strength, dynamism, and capacity of all third sector organisations is maintained and enhanced. It will also look to ensure that sustainability in funding supports the recruitment and retention of skilled and committed employees within the third sector. The indicator will measure an index of regular formal volunteering (i.e. volunteering at least once a month) and the number of full-time equivalent staff the third sector employs.

**Indicator 6: The percentage of people who participate in culture or sport**

- Active communities are associated with people being able to make the most of their talents and to enjoy the talents of others. The cultural and sporting sectors play a key role in creating active communities, in which people are able to improve their well-being. Research shows that people taking part in cultural activities were 20 per cent more likely to know ‘many people’ in their neighbourhood, and 60 per cent more likely to believe that ‘many of their neighbours can be trusted’.<sup>3</sup> A survey in 2001 found that sport and exercise are the single greatest contribution to social participation.<sup>4</sup> This indicator will focus on the extent to which people participate in culture and sport.

**2.2** Activity around indicators 1, 3 and 4 will be particularly focused at the local level. Government will not be setting a national target for these, but will expect to see an improvement in the majority of the LAs who adopt the indicator as part of their Local Area Agreement (LAA). These indicators will also be measured on a national basis to ensure that improvements at the local level are not accompanied by an overall decline. The baseline year for the national element of these indicators will be 2007-08, and the local element of these indicators will be measured using the 2008 Places survey.

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<sup>3</sup> Results from Taking Part survey, Department for Culture Media and Sport (DCMS), 2006.

<sup>4</sup> Citizenship survey, CLG, 2001.

# 3

## DELIVERY STRATEGY

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**3.1** To support this PSA, the delivery strategy sets out:

- the Government's aims for cohesive, empowered and active communities; and
- the actions that will be taken by central government, the sub-national tier, and local government to deliver these aims.

### AIMS FOR COHESIVE, EMPOWERED AND ACTIVE COMMUNITIES

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#### Cohesive communities

**3.2** To promote community cohesion, the Government will:

- help young people from different communities grow up with a sense of common belonging;
- help immigrants to integrate into our communities;
- help people from all sections of society to understand and celebrate the contribution made by a range of cultures to Britain;
- increase opportunities<sup>1</sup> for all to participate in civic life;
- help ensure that racism and religiously motivated hate crime is unacceptable, marginalising extremists who stir up hatred; and
- promote cohesion at a local level.

**3.3** In taking forward these actions, the Government also recognises that faith communities contribute to social and community cohesion through the values and activities that underpin good citizenship, such as altruism, respect for others, ethical behaviour and community solidarity.

#### Empowered communities

**3.4** The Government recognises that the following main actions are key to ensuring empowered communities:

- giving children and young people opportunities to participate and influence decision making as confident and responsible citizens;
- building the confidence, ability and interest of citizens and communities of all ages to understand public policy issues and influence the governance of public institutions and services;
- enabling citizens to play a successful part in guiding, directing and supporting the effective deployment of resources and delivery of services in their local communities;
- involving local people effectively in addressing their concerns about crime, drugs and anti-social behaviour;

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<sup>1</sup> Both the *Improving Opportunity Strengthening Society Strategy: The Government's strategy to increase race equality and community cohesion*, Home Office, 2005, and *Strong and Prosperous Communities: The Local Government White Paper*, CLG, October 2006 reflect the interdependence of community cohesion and the work to tackle inequality, particularly racial inequality. See also PSA 15.

- giving communities more understanding of and influence over the activities of the Criminal Justice System (CJS) and enabling them to work with CJS agencies in reducing re-offending;
- partnership working with citizens and communities to improve everyone's health and well-being regardless of their background, and ensuring the concerns of those in need of care are heard and taken into account; and
- enabling communities to play an active part in local, national and international action which improves quality of life and meets sustainable development objectives.

### Active communities

**3.5** To help build more active communities, the Government provides the strategic direction and frameworks for the delivery of opportunities for all to participate in culture and sport. The Government has also implemented a new framework for partnership working between the Government and the third sector recognising the role of the sector in strengthening communities as one of four key common areas of interest (alongside enabling voice and campaigning, transforming public services and encouraging social enterprise).

**3.6** To support this, the Government is implementing a programme to build the capacity of organisations working at a community level, to promote active and empowered communities through:

- work to further build relationships between the local third sector, cultural and sporting organisations and Local Authorities, including building partnerships to transform public services with improved commissioning and procurement relationships;
- investment to improve the level and quality of small grant funding available to community groups;
- investment via Non-Departmental Public Bodies (NDPBs), such as Arts Council England and Sport England in regional and local provision of culture and sport;
- investment in community anchors<sup>2</sup> to enable greater sustainability in organisations, including use of mainstream regeneration funding to develop sustainable social enterprise solutions;
- specific continued investment in building a culture of volunteering, including through support to the youth volunteering charity, 'v' and in the promotion of volunteering opportunities and breaking down the barriers to volunteering, particularly for socially excluded groups; and
- capacity building at a local level, increasingly focused on ensuring that infrastructure organisations are able to support the local community sector and have the capacity to reach into the smallest and most marginalised communities.

<sup>2</sup> [http://www.communitymatters.org.uk/docs/Community\\_anchors\\_leaflet.pdf](http://www.communitymatters.org.uk/docs/Community_anchors_leaflet.pdf)

## ACTIONS THAT WILL BE TAKEN BY CENTRAL GOVERNMENT, THE SUB-NATIONAL TIER AND LOCAL GOVERNMENT

### Role of central government

**3.7** To ensure cohesive communities, central government sets the framework in which immigration policy is determined, discrimination fought, opportunity for everyone regardless of their background promoted, and the necessary measures to tackle extremism taken. With regard to community empowerment, the Government sets the governance framework within which citizens are given the opportunity to be involved in influencing the decisions by public bodies that affect them. Government also has a key role to play in promoting best practice in its relationship with the third sector, particularly in funding agreements, and in building the capacity of the sector to deliver outcomes for communities, to open up opportunities for voluntary activity, and to speak up on behalf of those it serves.

### Communities and Local Government

**3.8** CLG is uniquely placed to maximise the synergies between community cohesion, community empowerment and active communities through housing, regeneration and renewal programmes for deprived communities in the most disadvantaged places. More specifically, CLG is working to 'mainstream' cohesion, empowerment and, effective engagement and partnership working with the third sector into these policies. For example, ensure that new housing developments are designed and managed in such a way as to promote community cohesion, empower the residents and enable the third sector to be an effective local partner in place-shaping. Similarly, CLG has an important role in ensuring that other government departments' programmes recognise and embed the principles of community cohesion and community empowerment.

**3.9** CLG also has a key role to play in establishing the arrangements for monitoring community tensions, and in improving the evidence base on which community cohesion and community empowerment policy is based. Over the CSR07 period CLG will:

- work with LAs on how they should secure cohesion and empowerment outcomes through the new local government performance framework and how they should address local challenges;
- CLG will also progress the reforms set out in Strong and Prosperous Communities: Local Government White Paper<sup>3</sup>, which will build cohesive and empowered communities, such as:
  - using the approach to improvement, support and intervention, where the annual risk assessment identifies particular community cohesion challenges that an area is facing which are not being adequately addressed. This may include providing cohesion specialists to assist LAs;
  - sharing best practice effectively between LAs who have long standing experience of immigration and those for whom the impact is comparatively recent;<sup>4</sup>

<sup>3</sup> Strong and Prosperous Communities: The Local Government White Paper, CLG, October 2006.

- respond to the Commission’s final report;<sup>5</sup> and
- implementing a third sector strategy to enhance the role of the third sector in social and economic regeneration, including action to strengthen local partnership working, and investment in the long-term sustainability of the sector through community anchor organisations.

**3.10** CLG will also empower citizens and communities by:

- encouraging the expansion of neighbourhood management;
- increasing the opportunities to take on the management and ownership of local assets and facilities;<sup>6</sup>
- simplifying and extending the scope of tenant management; encouraging the use of local charters;
- encouraging LAs to deal with petitions systematically; and
- giving best-value authorities a broader duty to inform, consult and involve local people in their functions; and providing a new power of well-being for quality parish councils.

**Office of the Third Sector**

**3.11** The Office of the Third Sector (OTS) in the Cabinet Office works across government to increase volunteering, enable a growth in social enterprise, and support and promote the crucial role that the third sector plays in building cohesive, empowered and active communities. OTS also has a role in promoting best practice in the relationship between government and the third sector. Over the CSR07 period OTS will:

- support the Commission for the Compact<sup>7</sup> to drive best practice in the relationship between the Government and the third sector;
- drive progress in the expectation that government departments and their agencies make three-year funding settlements to third sector organisations as the norm;
- invest in ‘v’ the youth volunteering charity, alongside other programmes to build a culture of volunteering more generally, including intergenerational volunteering, volunteering within the public services and employee volunteering;
- support a new combined Volunteering for All and Goldstar programme which aim to reduce barriers to volunteering amongst adults at risk of social exclusion, for instance through awareness work, funding high-quality volunteering opportunities and promoting best practice in volunteering and mentoring;

<sup>4</sup> CLG has commissioned the Improvement and Delivery Agency (IdeA) Migration Sharing Good Practice Programme to look at ways in which LAs that have experience in managing migration can mentor and coach authorities that are experiencing migration for the first time. It is also developing a toolkit that will provide good practice guidance on these issues.

<sup>5</sup> *Commission on Integration and Cohesion -Our Shared Future*, CLG, June, 2007

<sup>6</sup> *Opening the Transfer Window: The Government’s response to the Quirk Review of community management and ownership of local assets*, CLG, 2007.

<sup>7</sup> The Commission for Compact is an independent organisation for the Compact overseeing the relationship between government and the voluntary and community sector.

- invest in the Change Up programme through the organisation Capacity Builders,<sup>8</sup> which recognises the valuable role that third sector infrastructure organisations play and includes “improving reach” to ensure support for black and minority ethnic groups; refugee and migrant groups; faith groups; and isolated rural groups;
- further a new programme of activity to boost the evidence base about the third sector, its organisations and their work and impact, including through the creation of a new national research centre; and
- deliver the social enterprise and public service delivery action plans.

**3.12** The OTS will also work in partnership to realise its vision for dynamic social enterprises that contribute to a stronger economy and fairer society. The combination of producing social, economic and environmental returns, through a business approach, contributes to multiple government objectives around meeting social and environmental needs, improving public services, and building communities. Efforts will be focused on actions to begin to create the conditions for thousands more social enterprises to develop.<sup>9</sup>

### Department for Culture, Media and Sport

**3.13** From the smallest village hall concert, estate-based football teams, local museums and neighbourhood festivals through to national events, the cultural and sporting sectors allow people to get involved in the kinds of positive activities that can help to create more active communities. Such active communities can be a key part of enabling people from different backgrounds to interact on an ongoing and equal basis.

**3.14** The Department for Culture, Media and Sport (DCMS) has a key role in working with the sporting and cultural sectors to ensure that their contribution to building cohesive, empowered and active communities is fully understood by local partners and is delivered on the ground. This will be achieved by giving young people and adults the opportunity to develop their talents to the full and providing the opportunities to enjoy others’ talents. More specifically, DCMS will:

- continue to invest in and work through its NDPBs (including Sport England, Arts Council England, English Heritage, the Museums Libraries and Archives Council) to help create more cohesive and active communities by increasing cultural and sporting opportunities for people of all backgrounds to mix in a safe environment;
- invest in the essential infrastructure and people, including volunteers, to deliver excellent cultural and sporting opportunities;
- maintain a focus for the department and its partners on narrowing gaps in participation between different groups, working throughout the country to raise the level of activity of those with lower rates of participation. DCMS will do this by setting clear a strategic direction to its partners, providing funding and measuring performance. The national Taking Part survey will measure participation of different groups across culture and sport. The evidence base will be used by DCMS and partners to understand the positive effects on communities and target government investments better at all levels; and

<sup>8</sup> <http://capacitybuilders.org.uk/>.

<sup>9</sup> *Social Enterprise Action Plan*, Office of the Third Sector, November 2006.

- advocate and encourage partners to share best practice in local and regional provision of culture and sport, in conjunction with the Local Government Association and the Improvement and Development Agency (IdeA).

**Home Office 3.15** In building cohesive communities, the Home Office has a significant contribution to make in leading on the government’s objectives to reduce crime and tackle anti-social behaviour.<sup>10</sup> Evidence<sup>11</sup> shows that areas which have lower levels of all reported crime, (including burglary, vehicle crime and violent crime) have higher levels of cohesion. The Home Office will lead the cross-government safer communities strategies. These strategies include programmes of work to help local agencies tackle the issues of greatest priority in their locality (e.g. neighbourhood policing and the anti-social behaviour strategy).

**Integrating migrants 3.16** Effective integration of those who do make the UK their home, including embracing a common language and an understanding of life in the UK, is also important to community cohesion, and is a central part of the managed migration policies and refugee integration policies the Border and Immigration Agency have developed.<sup>12</sup> The Agency will provide funding to refugee integration projects and purposeful activities for asylum seekers. The Agency is also piloting the Sunrise project, under which each new refugee who chooses to participate will work with a caseworker to manage the transition from asylum-seeker to refugee, a service which it plans to roll out nationwide.

**3.17** The Ministry of Justice (MoJ) will contribute to building cohesive, empowered and active communities by supporting the CLG to devolve power more directly to citizens at a local level by:

- extending the right of people to intervene with their elected representatives through community rights to call for action;
- duties to consult on major decisions through mechanisms such as citizens’ juries;
- powers of redress to scrutinise and improve the delivery of local services; and
- powers to ballot on spending decisions,<sup>13</sup> with a clearer understanding of the nature of the rights and responsibilities that come with citizenship should in turn help build a sense of shared identity and social cohesion.

**3.18** Access to advice services can help people understand their rights and seek solutions to problems on issues such as housing or employment. The MoJ, through the Legal Services Commission, is working with LAs to commission advice services that are tailored to the needs of the local community.

**Equipping people with skills and knowledge 3.19** The Department for Children, Schools and Families (DCSF) and the Department for Innovation, Universities and Skills (DIUS) will promote community cohesion by equipping children and young people, adult learners and their families, with the skills and knowledge to achieve their potential and make a positive contribution to the

<sup>10</sup> See also PSA 23.

<sup>11</sup> Crime and Cohesive Communities Home Office Online Report 19/06.

<sup>12</sup> See also PSA 3.

<sup>13</sup> As set out in *Strong and Prosperous Communities – the Local Government White Paper* and *The Governance of Britain Green Paper*, Ministry of Justice, July 2007.

communities that they live in. For example, DCSF is responsible for the new duty on schools to promote community cohesion, and also delivers the Positive Activities for Young People (PAYP) programme.

**Equalities 3.20** There are strategic interdependencies between community cohesion and work to tackle inequality, particularly racial inequality. Evidence shows that there are strong links between people's perception of their ability to influence decisions and their direct involvement in participative activity. Closing the gap in the rates of participation<sup>14</sup> by different groups in the population, including between people living in different types of neighbourhood, will also help to raise the overall level of participation. This will be taken forward by the Department for Work and Pensions (DWP).

**Department for Environment, Food and Rural Affairs 3.21** The Department for Environment, Food and Rural Affairs (Defra) is responsible for supporting rural communities in meeting the challenge posed by the arrival of economic migrants, to ensure cohesion. Defra's Rural Social and Community Programme allows greater flexibility in providing support for rural communities in response to local priorities, and invites the third sector to come forward, in partnership with parish councils and principal LAs, with business cases for community action and capacity building that fit with local needs. The programme has generated innovative new projects on matters such as the integration of migrant workers into rural communities.

**3.22** In addition, Defra has established the Commission for Rural Communities to provide expert advice on rural disadvantage, and ways of addressing it. Defra also supports Rural Community Councils, and has entered into an agreement with Action with Communities in Rural England to strengthen the capacity of the Rural Community Councils network. Defra also made funding available to the National Association of Local Councils and the Society of Local Council Clerks, to assist parish council organisations with the delivery of the QUALITY<sup>15</sup> parish initiative.

**3.23** Empowered and active communities also play a vital role in achieving a sustainable environment. Defra has helped equip individuals and communities with the information and support they need to play an active role in securing a low carbon, more sustainable future. Three Defra programmes have made a major contribution to this – the Climate Challenge Fund, Environmental Action Fund and Every Action Counts initiative. These have engaged, enabled and encouraged community action and have also helped build the capacity of third sector organisations at all levels to mainstream environmental sustainability into their day-to-day work on social justice. Over the CSR07 period, Defra will continue to work with its NDPBs, Executive Agencies, the third sector and other delivery partners, to ensure that the good practice which has resulted from these programmes helps to support the delivery of this PSA.

**Department of Health 3.24** The Department of Health (DH) is seeking to create more empowered and active communities, through the establishment of Local Involvement Networks (LINKs) for health and social care. LINKs will enable the genuine involvement of a far greater number of people than is currently possible, ensuring local communities have a stronger voice in the process of commissioning health and social care services and enabling them to influence key decisions about the services they both use and pay for.

<sup>14</sup> See also PSA 15.

<sup>15</sup> The Quality Parish and Town Council initiative was launched in June 2003, and was designed to provide a benchmark minimum standard for parish and town councils, enabling them to better represent the communities they serve.

**Shaping local health services** **3.25** The establishment of LINKs, alongside the strengthened duty on the NHS to involve and consult patients and the public and respond to them about what they have done as a result, will ensure greater opportunities for local people to influence and shape services in their area and hold LAs, Primary Care Trusts and service providers more accountable to local people.

### Role of the sub-national tier and local government

**Regional Government Offices** **3.26** Regional Government Offices have a key role to play in delivering cohesive, empowered and active communities, particularly in their role as lead negotiator for LAAs. They have also advised and assisted in the selection of a lead body in each region for a cross-sector National Empowerment Partnership supported by CLG, which in turn will support local empowerment champions from within local authorities and their LAA partners, including the third sector. To drive local delivery of this PSA the Government Office role will encompass:

- managing LA performance through LAAs;
- sharing best practice at the sub-national level;
- collating information on community tensions;
- informing national policy on community cohesion; and
- working with the Regional Cultural Consortiums to maximise delivery of cultural and sporting opportunities.

**Role of local delivery partners** **3.27** Each city, town and neighbourhood is unique. LAs, as leaders of their communities, are best placed to understand the particular challenges their city, town or neighbourhood face, based on advice and analysis from central government, and working with communities and other local partners, to decide how to respond.

**3.28** It is only at a local level that the underlying drivers of tensions between different groups can be understood, and where sustainable solutions, with active participation, can be found to solve the problems that concern people. Therefore, cohesive, empowered and active communities should be at the heart of what confident local government does - taking the lead for shaping places, and giving communities what they need – whether that is a forum to discuss local challenges, a school twinning programme, or fair housing allocations backed up with robust explanation.

**3.29** Local leadership is vital. Only LAs have the democratic mandate to offer and develop a shared vision, through the Local Strategic Partnership (LSP) Sustainable Community Strategy, LAA, or other thematic plans for the area.

**3.30** *Community Cohesion – An Action Guide: Guidance for Local Authorities*,<sup>16</sup> issued by the Local Government Association in 2004, provides practical advice to LAs about how to build community cohesion. Much of the guide echoes the importance of user engagement, for example, it encourages the development of an effective vision with local people and partnerships. The accompanying *Leading Cohesive Communities – A Guide for Local Authority Leaders and Chief Executives*,<sup>17</sup> issued by the LGA and the Improvement and Development Agency, also reinforces the importance of user engagement. For example, in terms of delivery, it underlines the importance of active

<sup>16</sup> *Community Cohesion – an action guide*, Local Government Association, 2004.

<sup>17</sup> *Leading Cohesive Communities: a guide for Local Authority leaders and Chief Executives*, LGA and IdeA, 2006.

partnerships bringing people with particular roles in the community together, such as faith leaders, chairs of sports clubs or local GPs, as well as with political leaders and other community representatives.

### User participation in local services

**3.31** Local service delivery providers will be responsible for delivering a range of specific new mechanisms to facilitate user and citizen engagement. Some, such as the Community Call for Action<sup>18</sup> and the extension of the well-being power to some parish councils, are being introduced through the Local Government and Public Involvement in Health Bill. The Bill also introduces the extended 'Best Value Duty to Involve', which will require Best Value authorities to inform, consult and involve citizens in the development of their activities and services. Other mechanisms, such as neighbourhood charters, neighbourhood and parish planning, and participatory budgeting are being promoted as options to be considered according to local circumstances. The Government will make further information on a wider range of participatory mechanisms available online<sup>19</sup> through the development of People and Participation Online, as a web-based resource to support communities.

**3.32** LAs also have responsibility for maintaining a good relationship with the local third sector, for capacity-building of the sector at the local level and for the provision of suitable forms of finance for the sector. The local third sector plays a vital role in working both alongside and independently from local statutory agencies. It provides the organisational forms through which people come together to find a voice and solve problems. It often acts as the bridge between different groups within and across communities, helping people to find ways to talk to each other. It is also often a deliverer of local public services, providing valuable models of user engagement and responsive needs-led services. Third sector organisations also often provide the platform for voluntary activity by individuals, and volunteers form a vital part of the third sector workforce – in England, about 11.6 million people participate in formal voluntary activity (participation through a group or organisation) at least once a month.<sup>20</sup>

**3.33** Strengthening the third sector is an important way in which government can involve service users more fully in the design and delivery of public services, helping to build local ownership of services. The sector's often close relationship with the users of its services enables it to promote 'co-production', where users are equal partners with professionals in transforming services to meet their needs.<sup>21</sup>

**3.34** CLG in 2006 set out a programme of activity to modernise community development methods, particularly targeting the 20,000 full-time equivalent community development workers across the UK. The *Take Part Learning Framework*<sup>22</sup> is a resource to support active learning for active citizenship for adults, disseminated through a network of seven regional hubs in England. The Guide Neighbourhoods Programme, for which the evaluation report will be available by the end of 2007, has demonstrated the effectiveness of learning processes between regenerating neighbourhoods in which experienced residents have taken a lead. Firm Foundations<sup>23</sup> and the Third Sector Review mentioned above, prioritised the role that community

<sup>18</sup> <http://www.idea.gov.uk/idk/core/page.do?pagelD=5126878>.

<sup>19</sup> <http://www.involve.org.uk/pandponline>.

<sup>20</sup> Citizenship Survey 2005.

<sup>21</sup> *The Future Role of the Third Sector in Social and Economic Regeneration: Final Report*, HM Treasury and Cabinet Office, July 2007.

<sup>22</sup> <http://www.takepart.org/>.

<sup>23</sup> *Firm Foundations: The Government's Framework for Community Capacity Building*, CLG, December 2004.

anchor organisations can play in building capacity amongst citizens and informal community groups at a very local level.

### **Accountability and Governance**

**3.35** The Secretary of State for CLG is the lead minister for this PSA. The relevant Cabinet Committee/s will drive performance by regularly monitoring progress and holding Departments and programmes to account.

**3.36** The Senior Responsible Officer within Government for the PSA will be the DCLG Director General, responsible for cohesion, who will chair the PSA Oversight Group (to become the Delivery Board once the PSA is in the delivery cycle), comprising all lead and supporting departments. The Board will also monitor progress and review delivery regularly and report to the relevant Cabinet Committee/s.

**Consultation 3.37** A number of key stakeholders/delivery partners were either informed or informally consulted in confidence in the production of an early version of this document. It is intended to invite all previous and new consultees to provide further comment to inform the more detailed delivery planning for this PSA.

# A

## MEASUREMENT ANNEX

Indicator I	Percentage of people who believe that people from different backgrounds get on well together in their local area
Data provider	National data: Communities and Local Government (CLG). Local data: LAs/CLG.
Data set used	National Data: Citizenship Survey (CS). Local Data: Place surveys.
Baseline	Data collection for the national baseline is ongoing throughout 2007-8 and the final baseline measure will be available in Spring 2008. The local baselines will be measured using the 2008 Place Survey, and will be available in early 2009.
Frequency of reporting	CS: Annual (quarterly data available for performance management). Place surveys: Likely to be every 2-3 years.
95 per cent confidence interval at last outturn	CS: 80 per cent +/- 1 per cent (2005). Place surveys: range of LA cohesion responses - from 38 to 90.5 per cent. Average confidence interval is +/- 2.6 per cent though there is significant variation.
Data Quality Officer	Head of Citizenship Survey Team, CLG.
Minimum movement required for performance assessment	CS: 2 per cent. Place surveys: will vary across authorities – approx 3-4 per cent.

### DEFINITION OF KEY TERMS

- *Local area:*

This is defined as the area within 15-20 minutes walking distance from where the respondent lives.

**A.1** Interim measure - interim data is required for local level data as it is likely that the Place surveys will only be run once every two years at most. These will be collected through carrying out local surveys in those areas that have included this indicator as part of their LAA (anticipated to be approximately 15-20). This will be confirmed as the policy process progresses. The interim measurement should take the form of a postal survey administered in a similar manner to the Places.

Indicator 2	Percentage of people who have meaningful interactions on a regular basis with people from different ethnic or religious backgrounds
Data provider	CLG.
Data set used	Citizenship Survey (CS).
Baseline	Data collection for the baseline is ongoing throughout 2007- 08 and the final baseline measure will be available in spring 2008.
Frequency of reporting	Annual (quarterly data available for performance management).
95 per cent confidence interval at last outturn	Question is new to 2007- 08 Citizenship Survey. Estimate based on 50 per cent regularly mixing is +/- 1 per cent.
Data Quality Officer	Head of Citizenship Survey Team, CLG.
Minimum movement required for performance assessment	2 per cent (estimated).

## DEFINITION OF KEY TERMS

- Meaningful interaction (“mixing socially”):*  
Engaging in conversation or some other form of social interaction, rather than simply dealing with them at a place of work or business, in one or more of the following spheres prompted in the CS survey mixing question:

*at your work, school or college*

*at your child’s creche, nursery or school*

*at a pub, club, café or restaurant*

*at a group, club or organisation you belong to e.g. a sports club or social club*

*at the shops*

*at a place of worship*

*and including those who state that they mix regularly socially - using the same definition - as part of their volunteering activities.*
- Regular basis:*  
At least once a month, over the past year.

Indicator 3	Percentage of people who feel that they belong to their neighbourhood
Data provider	National data: CLG. Local data: LAs/CLG.
Data set used	National Data: CS. Local Data: Place surveys.
Baseline	Data collection for the national baseline is ongoing throughout 2007-08 and the final baseline measure will be available in spring 2008. The local baselines will be measured using the 2008 Place Survey, and will be available in early 2009.
Frequency of reporting	CS: Annual (quarterly data available for performance management) Place surveys: likely to be every 2-3 years.
95 per cent confidence interval at last outturn	CS: 75 per cent +/- 1 per cent (2005). Place surveys: Not currently asked.
Data Quality Officer	Head of Citizenship Survey Team, CLG.
Minimum movement required for performance assessment	CS: 2 per cent. Place surveys: will vary across authorities – approx 4 per cent.

## DEFINITION OF KEY TERMS

- *Neighbourhood:*  
This is the immediate area in which the respondent lives.
- *Belonging:*  
Respondents will be said to feel they belong to their neighbourhood if they say they feel they belong “very strongly” or “fairly strongly”.

**A.2** Interim measure - interim data is required for local level data, as it is likely that the Place surveys will only be run once every two years at most. These will be collected through carrying out local surveys in those areas that have included this indicator as part of their LAA (anticipated to be approximately 15-20). This will be confirmed as the policy process progresses.

Indicator 4	Percentage of people who feel they can influence decisions affecting their local area
Data provider	National data: CLG. Local data: LAs/CLG.
Data set used	National Data: CS. Local Data: Place surveys.
Baseline	The baseline year for the local element of this indicator will be 2008 and the reporting year will be 2010. Data collection for the national baseline is ongoing throughout 2007-8 and the final baseline measure will be available in spring 2008. The local baselines will be measured using the 2008 Place Survey, and will be available in early 2009.
Frequency of reporting	CS: Annual (quarterly data available for performance management). Place surveys: Likely to be every 2-3 years.
95 per cent confidence interval at last outturn	CS: 39 per cent +/- 1 per cent (2005). Place surveys: +/- 3 per cent (2006).
Data Quality Officer	Head of Citizenship Survey Team, CLG.
Minimum movement required for performance assessment	CS: 2 per cent. Place surveys: Will vary across authorities – approx 4 per cent.

## DEFINITION OF KEY TERMS

- *(Influence) decisions*  
The types of decisions affecting the local area and the specific way in which the respondent feels able to influence them is not explicitly defined and is left open to interpretation by the respondent.
- *Local area*  
This is defined as the area within 15-20 minutes walking distance from where the respondent lives
- *Feeling able to influence*  
Respondents will be said to feel able to influence decisions if they respond saying they “definitely agree” or “tend to agree” with the statement that they feel able to influence decisions affecting the local area.

**A.3** Interim measure - it is likely that the Place surveys will only be run once every two years at most. However, it is not clear whether the benefits of collecting interim data for the local element of this indicator will outweigh the costs of data collection. If interim data are collected, they will be collected through carrying out local surveys in those areas that have included this indicator as part of their LAA (anticipated to be approximately 25-30). This will be confirmed as the policy process progresses.

<b>Indicator 5</b>	<b>'Thriving third sector' An index<sup>1</sup> of:</b>  <b>i) Percentage of people who engage in formal volunteering on a regular basis;</b> <b>and</b> <b>ii) number of full-time equivalent staff employed within the sector</b>
Data provider	CLG & OTS.
Data set used	i) CS. ii) Labour Force Survey (LFS). <sup>2</sup>
Baseline	i) 29 per cent.  ii) 419,000 Full Time Equivalent staff.  iii) The overall Index is estimated to be 100.
Frequency of reporting	Annual.
95 per cent confidence interval at last outturn	i) +/- 1 per cent (2005). ii) +/- 23,000 (2006). <sup>3</sup> iii) +/-6.
Data Quality Officer	Head of Citizenship Survey Team, CLG / Head of Third Sector Research Team, Cabinet Office.
Minimum movement required for performance assessment	From 100 to 106 on the Index (approx).

## DEFINITION OF KEY TERMS

- *Formal Volunteering:*  
Giving unpaid help through groups, clubs or organisations to benefit other people or the environment
- *Regular basis:*  
At least once a month.
- *Full-time equivalent employees:*  
Based on UK Labour Force Survey (LFS) measure of usual hours worked excluding overtime.

**A.4** OTS will undertake further work (by March 2008) to optimise data collection through the Labour Force Survey to include the use of business surveys.

<sup>1</sup> A calibrated index to reflect the difference in metric of the two elements (per cent and number).

<sup>2</sup> The feasibility of supplementing this with information from the Annual Small Business Survey, administered by BERR, will be explored.

<sup>3</sup> 2006 Annual Population Survey (LFS) for England with provisional estimation of the confidence interval from Office for National Statistics methodologists.

Indicator 6	Percentage of people who participate in culture or sport
Data provider	DCMS.
Data set used	National Statistic: Taking Part survey of households.
Baseline	Indicative baseline – 60 per cent of the adult population (living in England) have been actively involved in nine or more different types of cultural and/or sporting activity recently. The baseline will be finalised in March 2008.
Frequency of reporting	Annual, with interim indicative data likely to be available for performance management. <sup>4</sup>
95 per cent confidence interval at last outturn	Likely < +/- 1 per cent.
Data Quality	Head of Taking Part Survey, DCMS.
Minimum movement required for performance assessment	2 per cent approx.

## DEFINITION OF KEY TERMS

- *Participation:*  
Includes active involvement in culture or sport; attendance at cultural events or locations; library use; and volunteering in culture or sport.
- *Age:*  
Adults, ages 16+
- *Culture:*  
Arts, architecture and historic environment, museums and archives, libraries.
- *Sport:*  
As per definitions consistent with Department of Culture Media and Sports' DSO and local area indicators.
- *Time period and frequency:*  
Participation to have occurred during the last 12 months, at varying degrees of frequency depending on type.

<sup>4</sup> As part of the ongoing performance management of the indicator, DCMS will ensure that participation levels by groups who are currently under-represented is gathered, assessed and acted upon.







