

A Shared Future

A report of the Greater Manchester
Tackling Hateful Extremism and Promoting
Social Cohesion Commission

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Disclaimer

All case studies used in this report are based on genuine case examples from Greater Manchester. Some details may have been changed in order to protect the identity(ies) of the person(s) involved.

Introduction to A Shared Future by Cllr Rishi Shori

I am pleased to be able to introduce A Shared Future, a report of the Greater Manchester Preventing Hateful Extremism and Promoting Social Cohesion Commission.

This is an important piece of work that I hope will help us to shape a better future for Greater Manchester. It has asked some difficult questions and we have listened to the answers.

Over the past six months the Commission has been consulting with those who live, work and visit Greater Manchester, alongside wider academic research to help shape this report.

This was an extensive piece of work, where thousands of people and organisations from across Greater Manchester told us of their experiences of living in our city-region and their ideas about how to build a cohesive society.

The responses we received were really informative, helping us to build a picture of how people feel about their communities and what life is like across the city-region. Many people told us about what makes Greater Manchester great, but there was a wide agreement that there is still much more that needs to be done.

While people want to be involved in their communities, we have heard that they are often hindered to do so by a lack of community spaces, and a reduction in public and community services has led to people feeling increasingly isolated and with fewer ways to be involved in their area. This report has set out some specific recommendations that can help improve cohesion within Greater Manchester. But change cannot be driven by public services alone, it has to be done in partnerships with our residents, businesses, volunteers and faith groups.

There is a lot to be done, but we have firm foundations on which to build in Greater Manchester.

This report is for the people of Greater Manchester, and I hope its recommendations help us all to work together towards a shared future of hope.



Cllr Rishi Shori

Chair of the Preventing Hateful Extremism and Promoting Social Cohesion Commission
GMCA Portfolio Lead for Young People and Social Cohesion
Leader of Bury Council

1. Executive Summary

Background to the Commission

- 1.1 The terrorist attack at the Manchester Arena on 22nd May 2017 claimed the lives of 22 people, with hundreds more experiencing physical and mental injuries; the incident will forever shape the history of Greater Manchester. However, the spirit, unity and resilience of the people of Greater Manchester shown in the aftermath of such tragedy has been widely commended.
- 1.2 In spite of the overwhelming community spirit that followed the Manchester Arena attack, an increase in fear and intolerance was seen across the city-region. In the weeks following, Greater Manchester Police reported a 130% rise in hate crime, including a 500% rise in Islamophobic related hate crime.
- 1.3 In light of these events, Mayor of Greater Manchester, Andy Burnham, announced that an independent group of experts would be convened to consider how to tackle hateful extremism, social exclusion and radicalisation across Greater Manchester. The Commission would promote and build on the positive and unified response to the Arena Attack. The aim of the Commission was to identify, disseminate and build on existing excellent work already established across Greater Manchester, nationally and internationally in the area of countering extremism and social cohesion, as well as to identify gaps in knowledge and provision, and highlight opportunities to expand on, or unify, the high-quality work ongoing across the city-region. This would be achieved by considering academic research, existing policy and reviews from local, national and international work, as well as embarking on a comprehensive engagement programme.
- 1.4 The Commission was chaired by Cllr Rishi Shori, Leader of Bury Council, and supported by Joanne Roney, the Chief Executive of Manchester City Council, and six Commissioners who were appointed in an independent capacity, offering a wide range of knowledge and expertise in their respective areas of interest.
 - **Nazir Afzal OBE**, former Chief Crown Prosecutor for North West England and formerly Director of the Crown Prosecution Service in London.
 - **Saima Alvi**, leads on teaching Religious Education at a Greater Manchester secondary school and Vice Chair of the British Muslim Heritage Centre.
 - **Shalni Arora**, an entrepreneur and the Founder and CEO of the charity Savannah Wisdom.
 - **Nigel Bromage**, Founder of Small Steps Consultants Ltd, which aims to raise awareness and educate people about the threat of far right extremism across the UK.
 - **Professor Hilary Pilkington**, Professor of Sociology at the University of Manchester and Fellow of the UK Academy of Social Sciences. She is currently coordinator of the H2020 DARE (Dialogue about Radicalisation and Equality) project.

- **Darra Singh OBE**, UK&I Government and Public Sector Lead at Ernst & Young.

Informing the Commission

1.5 A multi-faceted approach has informed the Commission which included:

- A critical, desktop review of data and research from local, national and international sources
- Analysis of learning from the Greater Manchester Channel Peer Review process
- Public engagement which had three strands – an online survey, workshops and written submissions

Key Objectives

1.6 The Commission had four key objectives which were each considered separately:

- To identify the broader determinants of social exclusion and how people across Greater Manchester could work collectively to address them
- To consider how a distinctive community-led Greater Manchester approach to challenging hateful extremism could be developed
- To understand if a Greater Manchester Charter could be an effective way to promote social cohesion
- To evaluate how Prevent operates in Greater Manchester

1.7 Despite the diverse range of people and organisations who engaged with the Commission, as well as the diverse backgrounds and opinions of the Commissioners, a number of strong, consistent themes were identified in relation to the key objectives. The key findings and recommendations for each of the four key objectives are outlined below.

What are the broader determinants of social exclusion and how can we work collectively to address them?

Key Lines of Enquiry:

- What factors contribute to hateful extremism?
- How can we strategically take a “what works” approach from communities that are well integrated, cohesive and supportive?
- What is the role of the business community in promoting a more cohesive Greater Manchester?

Key findings

- 1.8 **Radicalisation is not caused by a single driver** but is a complex social phenomenon that is situational (emerging out of interaction including choice), emotional (as well as ideological) and changes between location and over time. **There is no single cause or simple solution to the problem.**
- 1.9 Official reporting rates of **hate crime have increased significantly** across the city-region, however, **research suggests that reporting is still widely under-reported.**
- 1.10 **Youth services and activities require increased investment.** Opportunities for young people to discuss difficult topics and have safe places to go and socialise with peers are fundamental to the development and protection of young people.
- 1.11 **The social and economic inequalities** that exist across Greater Manchester are likely to **have a negative impact on social cohesion** and may have an impact on risk of radicalisation.
- 1.12 Addressing **economic opportunity for all is a key pillar to better integration.** There remain marked differences between ethnic groups in Greater Manchester on their ability to be economically active. **Businesses play a key role in social cohesion** and the economic growth seen across the city-region in recent years provides an ideal opportunity for businesses to work with other agencies to address inequalities in the workplace.
- 1.13 The Commission's research suggests that **reductions in public services have increased isolation in communities.** Feedback suggests there is now little opportunity for people from both similar and different backgrounds to meet naturally and have conversations. This is likely to have exacerbated **fear and suspicion of different communities.**

Recommendations

- Greater Manchester Combined Authority to conduct a refresh of the 2016 audit into Hate Crime Reporting Centres to understand how many there are across the city-region and how utilised they are. A campaign to promote awareness of the reporting centres to be launched and be a consistent theme throughout Hate Crime Awareness Week. A review of usage of centres to be completed six months after the campaign to understand the impact it had on reporting.
- The Mayor's commitment to half price bus passes for young people should be extended to free transport for 16-18 year olds to remove access to affordable transport as a barrier to education, employment, training and socialising.
- All Greater Manchester public sector agencies to conduct an audit of their buildings to identify where they can offer free or reduced price accommodation for Voluntary, Community and Social Enterprises to hold regular activities and meetings that benefit the community. This should be done in line with Greater Manchester's One Public Estate programme of work, where Local Authorities can bid for funding from the Government to make better and more strategic use of the public sector estate. This should be linked to the ongoing Greater Manchester Voluntary, Community and Social Enterprise Review.
- Greater Manchester should consider developing an online portal for businesses to advertise work placements that they are offering, where young people can upload their CV and apply for the work placements.
- Greater Manchester employers should adopt the standards for work experience that are being developed by the Youth Combined Authority. Employers who sign up should be promoted through Bridge GM.
- Greater Manchester Combined Authority should lobby the Government to mandate all employers to publish employer demographic data, including the number of Black, Asian and Minority Ethnic (BAME) employees, as well as the number of BAME and female employees in senior management roles. This will be in addition to the gender pay gap requirement. Greater Manchester Combined Authority to take the lead on this and include it in the Greater Manchester Good Employer Charter.
- Greater Manchester Combined Authority should accept all recommendations made by Elahi (2017) in the report published by the Inclusive Growth Analysis Unit.

How do we develop a distinctive community-led Greater Manchester approach to challenging hateful extremism?

Key Lines of Enquiry

- What would a distinctive community-led Greater Manchester approach to challenging hateful extremism (of all kinds) look like?
- How can we effectively facilitate conversations about hateful extremism at a community level and how can we involve more people in these conversations?
- What would be an appropriate means of working with children and young people as part of such an approach?
- What has been learned from the Rethinking Radicalisation and RADEQUAL (in the City of Manchester) programmes and other innovative approaches in the metropolitan districts of Greater Manchester about engaging the community about building communities' capacity to counter-extremism and safeguard young people? How might this work be built on in the future?

Key findings

- 1.14 Engagement with communities by the public sector rarely reaches the 'general public grass roots' level,** and tends to focus on a minority of the population who are regularly called on to provide their views due to their links to geographical areas or communities of interest. It is important **to extend the networks and reach of community engagement**, drawing in as yet untapped energies to ensure as wide as possible representation.
- 1.15** There is a **distinct lack of mentors and positive role models** to support and inspire young and vulnerable people.
- 1.16 People want to have their concerns listened to and to feel understood.** The consultation found that there are strong feelings that **some people are being silenced and their views repressed**.
- 1.17** There is a **lack of 'safe spaces' to have difficult conversations**; people felt uncomfortable holding these conversations and untrained to manage them constructively. There was wide recognition for the need for safe spaces, but an appreciation that organising and openly discussing difficult topics was challenging - both in terms of the sensitivity of the topics but also in terms of including a broad range of people and perspectives. However, it was seen as vital that these conversations are held.
- 1.18** Efforts made by both #WeStandTogether and RADEQUAL to start **holding difficult conversations publicly** and inviting people to engage with the conversation were considered to be **very positive** and should be developed further.

Recommendations

- The Mayor of Greater Manchester, Andy Burnham, should hold an annual summit where key leaders, stakeholders and communities can come together to both challenge and have an open debate about issues that affect cohesion. This will be open to professionals, community organisations and individuals to enable an open dialogue in relation to safeguarding and Prevent, promote best practice and address community concerns. The event could also be used to disseminate key messages in relation to the work that is being undertaken within Greater Manchester.
- A set of Greater Manchester Community Engagement Principles to be developed and adopted by all public sector organisations, which builds on the Greater Manchester Combined Authority Voluntary, Community and Social Enterprise Accord.
- Greater Manchester public sector organisations must critically review their approach to community engagement, and identify opportunities for ongoing engagement where meaningful relationships can be developed, as well as ensuring specific engagement exercises and consultations reach deep into communities and beyond those who regularly speak on behalf of communities.
- A mentor network would benefit Greater Manchester. All public services, including the Greater Manchester Combined Authority, should consider how they can support employees to pursue mentoring opportunities that have benefits for vulnerable people across the city-region. This should not be exclusive to radicalisation.
- Greater Manchester need to develop opportunities for both peer and intergenerational mentoring. This will provide opportunities for a wide range of ages and backgrounds to interact, exchange ideas, skills and knowledge, thus reducing social isolation, and making meaningful, mutually beneficial relationships.
- Greater Manchester Combined Authority should oversee work with Greater Manchester businesses to raise the positive profile of the Apprenticeship Levy and encouraging businesses to use the Levy. This work will include promoting the positive impact this could have on the well-being of young people in Greater Manchester. This should include consideration of engaging with educational establishments in more deprived areas and working with groups who traditionally experience barriers into employment.
- Following the announcement by Government to support a Cohesion and Integration Network (COIN) through the Integrated Communities Investment Fund, it is recommended that Greater Manchester bid to host this.
- COIN should engage with Further and Higher Education establishments to influence and inform relevant courses, including but not limited to nursing, social work, teaching and medical programmes so that sufficient coverage of both complex safeguarding, mental health and Prevent issues are covered.

- COIN should support organisations to increase their capacity and capability so that they can effectively support vulnerable people who may be at risk of being groomed into all forms of exploitation. This will raise awareness of the related safeguarding concerns in relation to radicalisation and help to develop an understanding to enable organisations to have difficult conversations.
- Should Greater Manchester not be successful in the bid to host COIN, the Greater Manchester Combined Authority must investigate how the development of this Network can be influenced to ensure that the recommendations made in this report are considered.
- All public bodies with discretionary funding, including the Greater Manchester Combined Authority and investment from the Integrated Communities Investment Fund, should commit to prioritising investment in community engagement activity based on the principles outlined in this report.
- Greater Manchester Combined Authority should complete a piece of research to develop a business case to highlight the resource implications and practicalities of launching and sustaining a Greater Manchester informal phone line that people can ring for anonymous advice.

Would a Greater Manchester Charter be an effective way to promote social cohesion?

Key Lines of Enquiry:

- Feedback from some communities across Greater Manchester has suggested that a Greater Manchester Charter would be an effective way to promote social cohesion and publicise the messages and outcomes of the Commission. If communities, partners and businesses think a Charter would be useful, what could this look like?
- How could we encourage individuals, communities and businesses to be involved in both the development of a Charter and in its governance/oversight?

Key findings

- 1.19 A Charter was felt to **not be an effective way of promoting social cohesion**. There was a strong feeling that this would be an attempt to impose an identity on people that was not wanted, would have little impact and would only engage people who are 'bought in' to the agenda. **Identity is far more meaningful and authentic when it develops naturally** and organically from within communities, rather than being driven by the public sector. For example following the Arena Attack, the Manchester Bee emerged as the community's mascot, which is now recognised across the city-region –

and indeed the country – as a symbol representing unity, solidarity and indomitable spirit.

- 1.20 It is recognised the **value that the #WeStandTogether charity** has on raising awareness of social cohesion. The events and other opportunities organised and coordinated by #WeStandTogether, including facilitating difficult conversations that bring different communities together. Their **social media campaign is a key way to promote events under one banner** to amplify messages that celebrate peace, kindness and diversity.

Recommendations

- Greater Manchester should not establish a charter into social cohesion.
- Community cohesion events, wherever possible, should be promoted under the #WeStandTogether banner
- Where safe conversations have happened and been effective, best practice should be shared through the #WeStandTogether campaign.

Consider how Prevent operates in Greater Manchester across all agencies

Key Lines of Enquiry

- How do we effectively educate people on the positive safeguarding work that Prevent does and what the remit of the programme is? This includes how it differs from other areas of counter terrorism.
- How can we work with communities to ensure that individuals, their families and the wider community's, experience of Prevent is a positive one, and not one that is perceived as a threat or pursuit?
- How do we reassure communities that it is safe to report or discuss behaviour that they are concerned about?
- How do we feedback to communities what happens to the information that is reported?
- How do we ensure a more consistent and proportionate approach to Channel across Greater Manchester?

Key findings

- Most people agreed that **the safeguarding principles that underpin Prevent are correct**. However, there is a **perpetuating cycle of lack of information available** to communities regarding Prevent and circulation of inaccurate information. This **leads to fear developing within communities**.

- Research suggests that **some people believe that Prevent disproportionately targets Muslim communities.**
- **Social media is used by all forms of extremists** to spread propaganda, but it **is not used effectively by public sector agencies** to promote accurate information or positive new stories.
- There is a **distinct lack of support** for people who do not meet intervention thresholds. **Underlying mental health and/or learning difficulties** were a contributing factor to almost all of Channel referrals reviewed. Many people who were referred to Channel had been assessed by other services previously, but did not meet the service threshold.
- There was felt to be a **lack of flexibility for Intervention Providers** for people who were classed as lower risk of becoming engaged in terrorist activity.
- There is a **need for informal places to seek advice and report concerns** regarding radicalisation and other forms of safeguarding. Many people who had concerns about a friend or family member **would not link their concerns to radicalisation** and wanted someone that they could discuss their concerns with informally. People would be **more willing to speak to local neighbourhood police officers**, but due to funding cuts these teams are very much depleted.
- The **Counter Terrorism Hotline and 999/101 were seen as too formal** and people stated that they would not engage with these services unless they were sure their concerns were right, meaning valuable time may be lost to intervene if someone is being radicalised.

Recommendations:

- If a concern is raised in relation to safeguarding, Local Authorities need to conduct an initial assessment to establish if there are any issues relating to mental health and/or learning disabilities. Local Authority assessment frameworks need to be reviewed to ensure that this takes place. Greater Manchester Combined Authority will provide oversight of the impact of any changes through the Children's Board.
- The Greater Manchester Channel Peer Review process must continue and report into Greater Manchester governance processes to ensure effective scrutiny and oversight of this work. A good practice guide will be produced and shared both locally and with the Home Office. The Home Office should dip sample cases as part of their peer review process.
- The Commission endorses a second pilot of Operation Dovetail (the transferring of safeguarding responsibilities under Prevent from the police to the Local Authority). Channel must be completely integrated into wider safeguarding. An update report of the

progress of the pilot should be reported to the Mayor of Greater Manchester six months after it begins.

- A communication toolkit should be developed in relation to Prevent across Greater Manchester, with examples of best practice that can be shared publicly. The Greater Manchester Combined Authority will collate this information and all relevant agencies involved in Prevent safeguarding will have access to the toolkit and feed into it.
- The Government should impose mandatory Home Office approved Prevent training for new starters and refresher training every three years for all staff who have a statutory duty under the Contest (2018) Strategy. This should be optional, but encouraged, for other agencies and businesses.
- The Home Office should increase the flexibility of funding that is allocated to intervention provision, particularly for lower risk cases. Local Authorities should have more discretion about how this funding can be spent locally.
- Home Office funding for Intervention Providers should be increased to Local Authorities that are not Tier One priority areas.
- The Home Office should release statistics publicly in relation to referrals into the Channel programme at a Greater Manchester level. The Commission welcomes the release of the regional (North West) statistics in March 2018, however, this was felt to be too large an area for communities to understand the concerns around radicalisation in Greater Manchester. More localised statistics will help dispel myths around Prevent/Channel, making the process more transparent.
- The Commission supports the announcement that Greater Manchester will be included in the North West regional pilot site for a Regional Multi-Agency Centre. The Centre will formally facilitate the effective information sharing between the Counter Terrorism Policing North West and appropriate agencies. This will improve the management of the risk posed by people who are identified as being both high risk of engaging in terrorist activity due to their vulnerability, but fall below the threshold for prosecution. A review of the Regional Multi-Agency Centre Pilot should be reported to the Mayor of Greater Manchester six months after commencement and an update to be provided at the annual summit.

Further recommendations

- The Commission's report should be submitted as the Greater Manchester response to the Government's Green Paper consultation on the Integrated Communities Strategy.
- Greater Manchester should capitalise on the research resource available through the 100 Resilient Cities Programme to commission research to develop a deeper understanding of how to tackle hateful extremism and promote social cohesion. Key topics include:
 - The influence of adverse childhood experiences on radicalisation
 - The role of women and girls in relation to extremism, including the role of mothers in addressing behaviours of concern
 - The motivations behind radicalisation and/or terrorist behaviour and the drivers of resilience. Key to this would be the ability to undertake field, rather than desk-based research.
 - The impact of social media in relation to all forms of grooming and on-line exploitation, including how to engage parents, carers and universal services in tackling concerning behaviour

2. Introduction

Background and Rationale for Review

- 2.1 The terrorist attack at the Manchester Arena on 22nd May 2017 claimed the lives of 22 people, with hundreds more experiencing physical and mental injuries; the incident will forever shape the history of Greater Manchester. However, the spirit, unity and resilience of the people of Greater Manchester shown in the aftermath of such tragedy has been widely commended.
- 2.2 In spite of the overwhelming positivity that followed the Manchester Arena attack, an increase in fear and intolerance was seen across the city-region. In the weeks following, Greater Manchester Police reported a 130% rise in hate crime, including a 500% rise in Islamophobic related hate crime.
- 2.3 In light of these events, Mayor of Greater Manchester, Andy Burnham, announced an independent group of experts would be convened to consider how to tackle hateful extremism, social exclusion and radicalisation across Greater Manchester. The Commission would promote and build on the positive and unified response to the Arena Attack. The aim of the Commission was to identify, disseminate and build on existing excellent work already established across Greater Manchester, nationally and internationally in the area of countering extremism and social cohesion, as well as to identify gaps in knowledge and provision and highlight opportunities to expand on or unify the high-quality work ongoing across the city-region. This would be achieved by considering academic research, existing policy and reviews from local, national and international work, as well as embarking on a comprehensive engagement programme.

The Preventing Hateful Extremism and Promoting Social Cohesion Commission

- 2.4 The Commission was chaired by Cllr Rishi Shori, Leader of Bury Council, and supported by Joanne Roney, the Chief Executive of Manchester City Council, and six Commissioners who were appointed in an independent capacity, offering a wide range of knowledge and expertise in their respective areas of interest. The Terms of Reference for the Commission can be found in Appendix A.

Councillor Rishi Shori (Chair)

Rishi was elected leader of Bury Council in May 2016 and is committed to making Bury one of the best boroughs to live, work and study in, with one of his top five priorities to make Bury the business and entrepreneurial capital of the North West.

He was the first council leader in Greater Manchester to come from a Black, Asian and other Minority Ethnic (BAME) background, as well as being the youngest leader in Bury Council's history. Rishi is the portfolio holder for young people and social cohesion; working with young people across Greater Manchester to give them a voice and ensure all young people have the opportunity to reach their full potential.

Nazir Afzal OBE

Nazir was Chief Crown Prosecutor for North West England and formerly Director in London, and he has also been Chief Executive of Association of Police and Crime Commissioners. During a 24 year career, Nazir has prosecuted some of the most high profile cases in the country and advised on many others, leading nationally on several legal topics including violence against women and girls, child sexual abuse, and honour based violence. His prosecutions of the so called Rochdale grooming gang, BBC presenter Stuart Hall amongst hundreds of others, were ground breaking and drove the work that has changed the landscape of child protection. He is also a national adviser on gender based violence to the Welsh Government. Most recently he joined the advisory board of Google's Innovation Fund for counter-extremism.

Nazir is a tutor for several leadership programmes in the public and private sector, the Pro Chancellor of Brunel University, an Honorary Fellow of the University of Central Lancashire, and was awarded Honorary Doctorates in Law by both the University of Birmingham and University of Manchester. Nazir was awarded an OBE for his work with the CPS and involvement with local communities and has been listed in the Pakistan Power100 which regards him as one of the 100 most influential people of Pakistani origin in the world today.

Saima Alvi

Saima teaches Religious Education at a Greater Manchester secondary school and recently completed an MA in Educational Leadership from the University of Manchester. Her dissertation focused on the implementation of British values and the Prevent agenda amongst varying school types. Saima is the Vice Chair of the British Muslim Heritage Centre, an organisation established to celebrate Islam's rich and diverse heritage, shape social cohesion and inspiring all communities to embrace diversity and become instrumental in the shaping of a cohesive society. Saima is also the Principal of a local faith supplementary school catering for 350 students and is a governor at her daughter's special needs school, in addition to volunteering as a hospital Chaplain. Saima is a proud Muslim and dedicated to positively promoting the 'true' face of the Islamic faith with a view to addressing Islamophobia in the UK.

Shalni Arora

Shalni is an entrepreneur and the Founder and CEO of Savannah Wisdom, a charitable organisation. The charity's current projects include removing barriers to social mobility, particularly for South Asian women and girls, promoting gender equality in India, and researching and advocating for more sustainable approaches to security and peace. Last year Shalni became a Beacon Fellow after winning a Judges' Special Award at the

Beacon Awards, celebrating exceptional and inspirational philanthropists who “*change the world through investments of time, knowledge and resource*”.

Nigel Bromage

Nigel is the Founder of Small Steps Consultants Ltd, which aims to raise awareness and educate people about the threat of far right extremism across the UK. Nigel provides a unique perspective and expertise of the far right movement, having been groomed into the far right at the age of 15; he would later go on to become a member of such organisations as the National Front, British Movement and neo-Nazi group Combat 18. Nigel, along with his colleagues, are now committed to exposing and eradicating far right extremism in the UK.

Professor Hilary Pilkington

Hilary is Professor of Sociology at the University of Manchester and Fellow of the UK Academy of Social Sciences. She is currently coordinator of the H2020 DARE (Dialogue about Radicalisation and Equality) project, which considers the social origins and effects of radicalisation, focusing on young people and on both Islamist and anti-Islam(ist) (extreme right) radicalisations. She is also a member of the coordinating team of the H2020 PROMISE (PROMoting youth Involvement and Social Engagement: Opportunities and challenges for ‘conflicted’ young people across Europe) project, as part of which she is engaged in a study of young Muslims’ responses to the UK Government’s Prevent programme. Her recent book *Loud and Proud: Passion and Politics in the English Defence League* (Manchester University Press, 2016) won the 2017 BBC Thinking Allowed Ethnography Award.

Darra Singh OBE

Darra is the UK&I Government and Public Sector Lead at Ernst & Young. His previous roles include Chief Executive of Jobcentre Plus, Chief Executive Officer of Ealing and Luton Councils, the Second Permanent Secretary of the Department for Work and Pensions, as well as chairing the government-appointed Communities and Victims Panel, which investigated the 2011 riots. Additionally, Darra was a member of the Community Cohesion Review Team chaired by Ted Cattle, which highlighted a number of recommendations for enabling community cohesion across Britain. Darra was awarded an OBE in 2004 for services to local government.

3. The Greater Manchester Context

- 3.1** Greater Manchester is the second largest metropolitan area in the UK, and is made up of 10 local authorities, each with their own diverse and unique population. Over 2.8 million people live in Greater Manchester, with the city-region growing by 7.7% between 2006 and 2016. The city-region has the largest travel-to-work area of any conurbation in the UK outside of London.
- 3.2** Greater Manchester is a city-region that prides itself on being radical, leading the way and doing things first. Being hugely influential in the Industrial Revolution, the city-region has been at the forefront of innovation for centuries. Manchester is credited with being the world's first industrialised city and the modern railway was developed in the city-region. Furthermore, Greater Manchester's contributions to modern science have informed our current understanding of chemistry and modern computer science, including John Dalton's pioneering work on atomic theory and the splitting of the atom by Ernest Rutherford in 1919. The first modern day computer was developed by Alan Turing at the University of Manchester, helping to break the Nazi Enigma Code, which, it is estimated, shortened World War II by two years, saving millions of lives.
- 3.3** The city-region has made significant contributions to popular music, literature and sport. There are thousands of music venues, from the 21,000 capacity Manchester Arena to more intimate venues, as well as theatres and numerous music festivals held in the city-region each year. Greater Manchester also has a rich literary legacy from Karl Marx writing about working life in Manchester in the mid-19th century, to Salford's punk poet John Cooper Clarke and Elizabeth Gaskell's documentary of the Industrial Revolution. In addition, Manchester holds the biennial International Festival, and the annual Literature Festival, showcasing the best in contemporary writing from across the world. Some of the world's most famous libraries are also found here, which showcase Greater Manchester's architectural history and hold some of the world's most famous collections. Today, Greater Manchester is home to two Premier League football clubs, a division one cricket club, a Rugby Union Premiership team and two Rugby Super League teams as well as an international standard Cycling Centre attracting tens of thousands of sports fans each week.
- 3.4** Greater Manchester is at the forefront of academia and scientific research, being home to four international universities (and just under 100,000 students), the Royal Northern College of Music, as well as the internationally recognised centre for the treatment of, and research into, cancer – The Christie. Greater Manchester has a celebrated history in scientific breakthroughs that change the world. From the work of Salford physicist James Joule, who laid down the foundations for the first law of thermodynamics (energy can be neither created nor destroyed, but can be converted from one form to another) to the invention of Graphene (the world's thinnest known material) at the University of Manchester by Andre Geim and Konstantin Novoselov, it is revolutionising the computing, electronics and medical worlds.
- 3.5** Alongside this, Greater Manchester has shaped the modern day fight for equality, with many of Britain's famous equality battles having roots in the city-region. Inspirational leaders of the British Suffragette movement Emmeline Pankhurst and Annie Kenney were

both born and raised in the city-region. The Peterloo Massacre in 1819 which saw the deaths of 18 peaceful protesters campaigning for equality and democracy, in what is now St Peter's Square, is considered to have been hugely influential in winning the right to vote for 'ordinary people', as well as the establishment of Trade Unions. Furthermore, the Gay Village in Manchester City Centre hosts annual events such as Manchester Pride and Sparkle, attracting international recognition of Greater Manchester's strive to promote awareness of, and equality for, differences based on sexuality and gender, as well as challenging stigma against minority groups.

- 3.6 The city-region is renowned for its cultural diversity and has a long history of migration from different parts of the UK, Europe and the rest of the world. Between 1991 and 2011, the non-UK born population accounted for nearly three-quarters of total growth across Greater Manchester and it is now estimated that 16% of Greater Manchester's residents are of black, Asian and minority ethnic origin, and 8% of residents do not have English as their first language (**New Economy, 2017**). There is a vast range of places of worship across the city-region welcoming people from a wide range of religious denominations including synagogues, mosques, Buddhist temples, mandirs and gudwaras. Many of the accolades associated with Greater Manchester were achieved by immigrants to the city-region, for example Ernest Rutherford, Karl Marx, Andre Geim and Konstantin Novoselov, illustrating the benefits that immigration can have.
- 3.7 The celebration of cultural diversity can be seen across Greater Manchester. The 'Curry Mile' in Rusholme is internationally known for its wealth of cuisines, offering some of the best dishes from India, Pakistan, Sri Lanka and Bangladesh. There is an abundance of festivals celebrating culture and diversity held in the region including the Manchester Mega Mela and Caribbean Carnival of Manchester, which are the largest celebrations of South Asian and Caribbean cultures respectively in the North West and Manchester's China Town holds one of the country's biggest Chinese New Year celebrations every year.
- 3.8 Furthermore, Greater Manchester is leading the way in promoting equality for a diverse range of alternative sub-cultures. Greater Manchester Police were the first police force in the country to recognise 'alternative sub-culture' as a motivation for hate crime. The Northern Quarter is a centre for alternative and bohemian culture, with Affleck's Palace a market for fledgling designers in punk, retro and experimental fashion. Affleck's recently won the Small Awards 'High Street Hero – Best High Street Business' award, for recognition of the contributions made towards the success of the high street and being an active member of the community.
- 3.9 The City of Manchester is home to two centres of excellence for understanding and addressing inequalities. The Centre on Dynamics of Ethnicity (CoDE) based at the University of Manchester, examine how changing patterns of ethnicity and inequalities relate to the ways in which ethnic identities are perceived, acted upon and experienced (**Centre on Dynamics of Ethnicity, n.d.**). Secondly, the Inclusive Growth Analysis Unit, also based at the University of Manchester, evaluates the effects of poverty and economic

growth, providing research to promote inclusive economic growth across UK cities **(Inclusive Growth Analysis Unit, n.d.)**.

3.10 Today, Greater Manchester is a great place to do business, with many global trading companies being based in the city-region including Kelloggs, the Co-operative Group, Warburtons and Patak's. The development of Media City in Salford Quays has seen some of the UK's biggest media brands relocate from London to Manchester, including the BBC and ITV, as well as creating new opportunities for up and coming businesses in the city-region. Generating an estimated £59.6 billion Gross Value Added, the city-region's economy is bigger than that of Northern Ireland (£34.4 billion), Wales (£55.8 billion), and the North East (£49.7 billion), accounting for 38% of the North West's and 19% of the Northern Powerhouse city-region's Gross Value Added **(Office of National Statistics, 2018a)**.

4. Defining Social Cohesion and Hateful Extremism

Social Cohesion

4.1 Social cohesion generally refers to the way that economic inequalities create a sense of unfairness and undermine solidarity. These often reflect social class and political divisions. Community cohesion focuses on the problems between identifiable groups, based on ethnic, faith or cultural divisions and often involve a degree of racism or religious intolerance (iCoCo Foundation, 2018). Social cohesion is often defined in terms of five key dimensions (Jenson, 1998) with ‘equality’ being considered as an overarching theme (Bernard, 1999):

- Belonging - having shared values, collective identities and community belonging
- Inclusion - equal opportunities and fair access to key institutions (e.g. the labour market)
- Participation - involvement in the community (including civic and political engagement)
- Recognition - acceptance and recognition of diversity
- Fairness of justice - belief and confidence in the institutions that mediate conflict within a community and between different communities

Hateful Extremism

4.2 Hateful extremism is used in this report to refer to a continuum of attitudes and behaviours that undermine social cohesion, but which may pre-exist or be the outcome of radicalisation processes.

4.3 There is no legal or agreed academic definition of extremism (Schmid, 2013). This presents difficulties when institutions seek to formulate and implement anti-extremist policies (Grossman, et al., 2016). The UK Government has defined extremism as:

“...the vocal or active opposition to our fundamental values, including democracy, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs. We also regard calls for the death of members of our armed forces as extremist.” (HM Government, 2015a).

4.4 There is a growing tendency to define extremism as relating, not only to behaviour (violent extremism or terrorism), but also to ideas often associated with a political or religious ideology. In this understanding, extremism refers to an overarching belief system that may, or may not, be a precursor to acts of terrorism (Martin, 2017).

4.5 ‘Radicalisation’ refers to the process by which individuals or groups become engaged in, or supportive of, violent extremism. For some, this focus on ‘process’ allows policy-makers to consider the root causes behind political violence (Neumann, 2008) and to use research evidence to inform counter-radicalisation policies and interventions. For others, radicalisation discourse has been driven, in practice, not by the objective study of how terrorism emerges, but by counter-terrorist policy-makers’ imperative to devise

'indicators' of radicalisation, which has resulted in the construction of Muslim populations as 'suspect communities' (Kundnani, 2012).

- 4.6** Thus, there is no agreement on either the definition or value of the concept of 'radicalisation' (Neumann, 2013). Most significantly, 'radicalisation' is used by some in relation to a fixed outcome (i.e. terrorism or violent extremist behaviour) while for others it is a relative concept, i.e. a shift to a more radical position regardless of whether that leads to something that is 'extremist' or 'violent extremist' (Sedgwick, 2010).
- 4.7** Given this lack of consensus on how to define or measure either 'extremism' or 'radicalisation', for the purposes of this report, 'hateful extremism' is used to refer to both ideas and behaviours that are hateful towards specific 'others' and designed to undermine social cohesion while 'radicalisation' refers to the process of shifting towards the acceptance of such ideas or enactment of such behaviours.

5. Hateful Extremism in Greater Manchester

- 5.1 Greater Manchester is vibrant, multicultural and friendly, and is a great place to live, socialise and do business. However, in spite of all this positivity, the city-region has become a target for terrorist activity. In recent history, Manchester has been the victim of three terrorist attacks. In 1992 and 1996, Greater Manchester experienced terrorist bombings by the IRA. The 1996 explosion in Manchester City Centre was targeted at the city's infrastructure and economy, and caused immense amounts of damage. More than 200 people were injured in the attack but, miraculously, there were no fatalities. Last year Manchester was the victim of a suicide bomb attack at the Manchester Arena which claimed the lives of 22 innocent people, including seven children. Hundreds more experienced physical and mental injuries as a result.
- 5.2 Horrific attacks, such as those experienced by Manchester, have significant impacts on local communities. In recent years, Greater Manchester and the UK has seen rises in community tensions as well as increases in intolerance and inequalities. This has been exacerbated by international conflicts, relatively frequent and visible terrorist activity (Islamist and extreme right inspired, amongst others), both in the UK and abroad, the emergence of extreme right wing groups staging high profile demonstrations and targeting particular communities, neighbourhoods and institutions to promote their agenda, as well as the increasingly visible and vocal demonstrations as part of a wider anti-Islam rhetoric. Extremists seek to exploit underlying community tensions and will continue to do so unless everyone takes pro-active measures to prevent them doing so and limiting the impact they are able to have.
- 5.3 Fear of terrorism is a growing concern and was recently ranked by front line practitioners to be the fourth most prominent community safety concern of Greater Manchester residents (after substance misuse, youth related anti-social behavior and people being intimidated, threatened, verbally abused or harassed) (Greater Manchester Combined Authority, 2017a). The current threat level for international terrorism in the UK is severe, meaning an attack is highly likely. In 2017, 412 arrests were made in Great Britain for terrorism related offences, a 58% increase in comparison to 2016 (Home Office, 2018a); this increase is not surprising given that the UK experienced five terrorist attacks in 2017. 135 (33%) of these arrests resulted in a charge, of which 110 (81%) were for a terrorism related offence. 86 trials were held in relation to terror offences, resulting in a 90% conviction rate (ibid.). At the end of 2017, there were 224 people in custody for terror related offences. Of those in custody 86% held Islamist extremist views, 9% held far right extremist views and 5% other ideologies (ibid.). Of those in custody for terror related offences, 74% had been convicted, the rest were on remand either awaiting trial or sentencing (ibid.). Currently, data on police and court activity for terrorism offence is only available at a national level, therefore the situation at a Greater Manchester level is not known.
- 5.4 In the past five years there has been a consistent increase in the number of hate crimes reported to Greater Manchester Police. In the UK, a hate crime is defined as:

“Any criminal offence which is perceived by the victim or any other person, to be motivated by a hostility or prejudice based on a person’s race or

perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by a hostility or prejudice against a person who is transgender or perceived to be transgender” (Crown Prosecution Service, 2017).

- 5.5 Whilst a hate crime alone may not be considered to be an act of terrorism (Martin, 2017), the impact that hate crime has on the victim, wider targeted group and society as a whole has implications for social cohesion. There is evidence to suggest that hate crimes cause fear, anger and a sense of inferiority in communities targeted by hate crime, even in cases where the person questioned has not directly been a victim of hate crime (Gerstenfield, 2017).
- 5.6 Both in Greater Manchester and nationally, significant spikes in reports of hate crime were seen following the EU referendum result and in the immediate aftermath of the Manchester Arena Attack. Subsequent to both of these events, all types of hate crimes increased, however a substantial increase was seen in hate crimes relating to anti-Semitism, Islamophobia and sexual orientation following the announcement to leave the EU. Significant increases in hate crimes relating to religion and, in particular Islamophobia and anti-Semitic related attacks were seen following the Manchester Arena Attack. These increases remained even when controlling for the seasonal effects of hate crime (hate crime usually peaks in June/July) (Devine, 2018).

The Greater Manchester Response to Hateful Extremism

- 5.7 Prior to the Manchester Arena attack, vast amounts of work to promote cohesion was ongoing and continues to be well established in communities across Greater Manchester. The Arena Attack only served to emphasise how critical this positive work is and acted as a catalyst to encourage the further development of existing good work, creating new opportunities for developing cohesive communities and reducing social exclusion. A selection of some of this work is detailed below.
- 5.8 *The Greater Manchester Strategy* – The refreshed Greater Manchester Strategy (Greater Manchester Combined Authority, 2017b) was published following the election of the Mayor of Greater Manchester, Andy Burnham. It highlights ten priorities and sets out a number of ambitious targets aimed at making Greater Manchester one of the best places in the world to grow up, get on and grow old. It covers a wide range of aspects which affect people’s daily lives including health, wellbeing, work and jobs, housing, transport, skills, training and economic growth, and emphasises the vital role that communities play in the success of the city-region.
- 5.9 *Standing Together: A plan for police, community safety, criminal justice services and citizens in Greater Manchester* – Greater Manchester’s new Police and Crime Plan was published in 2018 following the mayoral election and subsequent appointment of Baroness Beverley Hughes into the role of Deputy Mayor for Policing, Crime, Criminal Justice and Fire. The plan sets out a number of ambitions and commitments to improve policing, community safety and criminal justice services across Greater Manchester (Greater Manchester Combined Authority, 2018a). The plan has three main priorities:

- *To keep people safe* – for those who live, work, socialise and travel in Greater Manchester, as well as protecting those who are vulnerable;
- *To reduce harm and offending* – preventing anti-social and criminal behaviour by intervening earlier and rehabilitating offenders;
- *To strengthen communities and places* – by helping to build resilient and resourceful communities, and strengthening the delivery of the public assets needed to solve problems in a 21st century.

5.10 *Greater Manchester's Spatial Framework* – The Spatial Framework (Greater Manchester Combined Authority, 2018b) is a strategic plan to ensure that the right land is available in the right places to provide the homes and jobs the city-region needs. The plan will identify the infrastructure – such as transport, schools, health centres, utility networks and green spaces – required to achieve this. The plan will ensure strong communities are being built, and are places that people want to live in, feel they belong to, and are proud to call home. Consultation on the draft framework, which is being produced by all 10 of Greater Manchester's local authorities working together in partnership, is due to start in Autumn 2018.

5.11 *Good Jobs and Growth: Greater Manchester's Local Industrial Strategy* – The Industrial Strategy is a long-term growth plan being developed nationally, of which Greater Manchester has been selected as a pilot. The strategy will set out the opportunities to grow the city-region's economy and reform public services to 2030 and beyond. It will be focused on a select number of priority actions, backed by investment, that capitalise on Greater Manchester's strengths and address the city-region's challenges to improve productivity and earning power. The Strategy is based on the five foundations of productivity and four Grand Challenges.

Five foundations of productivity:

- Ideas and innovation
- Good jobs for everyone
- Improving the UK's infrastructure
- A great place to start and grow a business
- Creating prosperous communities across the UK

Four Grand Challenges:

- The use and development of artificial intelligence
- Maximising the advantages of clean growth
- Improving the way in which people, goods and services move
- An aging society

5.12 *Improving public transport infrastructure and accessibility* – In 2017, Transport for Greater Manchester published, on behalf of the Greater Manchester Combined Authority and Greater Manchester Local Enterprise Partnership, a long-term framework to improve transport across Greater Manchester focused on creating an integrated, sustainable and well co-ordinated transport system (Transport for Greater Manchester, 2017). The plan aims to create a cleaner, greener, more prosperous Greater

Manchester, through better connections and simpler travel. In the short term, the plan aims to improve reliability and accessibility of services, transport links to key employment, education and training locations, passenger experience and facilities, cycle and pedestrian environments in towns and cities, as well as connectivity between neighbourhoods.

- 5.13** *Building a more resilient Greater Manchester* – Greater Manchester is a member of the 100 Resilient Cities initiative (100RC) (100 Resilient Cities, 2018) pioneered by the Rockefeller Foundation of New York. Greater Manchester received an invitation to participate in the 100RC network in 2016 having already been recognised as a global role model for city resilience within the United Nation's Making Cities Resilient programme. 100RC is dedicated to helping cities worldwide become more resilient to the physical, social and economic challenges that are a growing part of the 21st century. 100RC adopt a view of resilience that includes not just shocks - earthquakes, fires, floods etc. - but also the stresses that weaken the fabric of a city on a day to day or cyclical basis, such as high unemployment, an inefficient public transport system, health inequalities, or skill shortages. By addressing both the shocks and the stresses, a city becomes better able to respond to adverse events and is, overall, better able to deliver basic functions in both good times and bad, to all its communities.
- 5.14** Using methodology developed by 100RC and Arup, Greater Manchester has undertaken a significant preliminary assessment of its resilience and has identified five priority areas on which to focus ahead of drafting a Resilience Strategy, each accompanied by a work programme. One of these five priorities is community resilience and its work programme is aligned to the work of the Commission which will therefore directly inform the content of the forthcoming Resilience Strategy.
- 5.15** *The reforming of public services to better meet the needs of the people of Greater Manchester* – Greater Manchester is committed to reshaping public services, supporting as many people as possible to contribute to, and benefit from, the opportunities growth brings. This includes enabling more people to become independent and self-reliant, improving their outcomes, and subsequently, reducing dependency on public services. It involves local services working more closely together, focussed on people and place, so that available services meet all the needs of people, are intervening as early as possible and not responding to crises. The approach moves beyond single initiatives, and service silos, to whole system reform. At neighbourhood level, there is a focus on integrated place-based services that are able to respond to local need and build on the assets of the community. This means one front line team, knowing their area and each other. The reform places a greater emphasis on evaluation and generating good evidence, to track the impact that investments have on residents and on levels of demand for public services. Key priorities for reform across the life course have been identified; school readiness, life readiness, homelessness and ageing well. The delivery of these priorities is underpinned by a number of system enablers, including leadership and workforce reform, shared financial resources, and digital and information sharing capability.
- 5.16** *Strengthening youth representation* – In February 2018 Greater Manchester launched the country's first Youth Combined Authority (YCA). The YCA has been established to

ensure young people have the opportunity to have their voices heard and influence policy and decision-making. Their work plan includes developing the Mayor's plans for an 'opportunity pass' which will open up access to transport, leisure, sporting and cultural activities, as well as work placements and apprenticeships; they are also working with Greater Manchester's Health and Social Care Partnership to improve mental health services. The YCA also advises the Mayor and the GMCA on key issues affecting young people, and scrutinises the work of Greater Manchester's leaders.

- 5.17** *Ensuring young people are ready for life* – Greater Manchester has the ambition to be a place where all children are given the best start in life, and young people are ready for life once they finish their education. The Youth Combined Authority is working with schools/colleges and employers to develop a Curriculum for Life, which will equip young people with the broad range of knowledge and skills they need. This could include financial education, how to manage a tenancy, as well as how to manage relationships and difficult conversations. Bridge GM is a new online system for employers and schools/colleges, which is designed to ensure young people have with the knowledge, skills and experiences that employers are looking for. The website supports businesses to provide first class mentoring and work experience opportunities, so they can help create a steady stream of school leavers that are ready for work and highly sought-after by employers.
- 5.18** *The development of a Greater Manchester Good Employer Charter* – Employers play a crucial role in developing more cohesive and inclusive communities. The Greater Manchester Combined Authority is currently working with employers of all sizes and sectors, alongside academics and colleagues from civil society, to develop a Greater Manchester Good Employer Charter. The Charter will support employers to adopt best practice in their organisations, providing good jobs and helping to build a thriving and productive economy in all parts of Greater Manchester. Consultation on the draft Charter is anticipated to start in Autumn 2018.
- 5.19** *Greater Manchester Voluntary, Community and Social Enterprise (VCSE) Accord* - Greater Manchester's VCSE sector is fundamental to developing opportunities and services within communities. The Greater Manchester Accord has been signed by the Greater Manchester Mayor and Greater Manchester VCSE organisations, and will ensure that the VCSE and public sector across the city-region have a joint vision and are working together towards a common goal of improving the lives of Greater Manchester residents.
- 5.20** *Health and Justice Strategic Review* – Many of the people who enter the criminal justice world, either as a victim or an offender, are known to health services and have complex physical and/or mental health needs. However, the health and justice systems do not always talk to each other as well as they could do, which means opportunities for improved health and criminal justice outcomes for vulnerable individuals may be missed. To understand the health and justice landscape in more depth, Greater Manchester Combined Authority and the Greater Manchester Health and Social Care Partnership have jointly commissioned an independent review which will consider cohorts across three priority areas: domestic abuse, sexual violence and young people.

The review will involve an appraisal of:

- investment in health and justice services in the UK;
- existing strengths and the chance to share and reinforce them;
- opportunities for Greater Manchester to engage with gaps in provision;
- the extent to which Greater Manchester supports service users in a manner which reflects identified best practice for health and justice.

5.21 A health and justice needs assessment is also being developed to establish an understanding of need and vulnerability across both sectors. Greater Manchester will use this information to inform the first regional health and justice strategy in the country.

5.22 *National Crisis Care Concordat and Greater Manchester Mental Health Strategy* - This agreement ensures agencies such as the police, fire and rescue service and NHS work together to prevent a mental health crisis, ensure appropriate services are in place to intervene when need arises, and improve the long-term provision for people facing crisis. Partners have agreed to act on the promises set out in the Concordat and work together to develop an offer for crisis care in Greater Manchester which no organisation could achieve in isolation.

5.23 The Greater Manchester Mental Health Strategy makes reference to crisis care and working towards the standards set out in the national Crisis Care Concordat more broadly. The strategy is being considered in the development of a 'transformational commitment' to mental health elements of the Sustainability and Transformation Plan for Greater Manchester.

5.24 *Working to increase public confidence to report hate crime* - In his electoral manifesto, Andy Burnham pledged that "*We will have a zero-tolerance approach to hate-crime and it will be clearly communicated across Greater Manchester on public transport and in other locations*". Continuing Greater Manchester's tradition of promoting equality and challenging hateful behaviour, positive community engagement work across Greater Manchester has led to an increase in victim confidence to report hate crimes. There have been a number of initiatives across Greater Manchester which have been aimed at increasing both public awareness of hate crime and increasing rates of reporting, these include (but are not limited to) improving awareness of the range of places that hate crimes can be reported, improved integration between Greater Manchester Police and third sector advocacy agencies, as well as the introduction of Hate Crime Awareness funding for Community Safety Partnerships to support work with communities to tackle hate crime.

Greater Manchester's Response to the Manchester Arena Attack

5.25 *The Commission of a Community Recovery Group to aid with the city-region's recovery following the Arena Attack* - Following the attack at the Arena, a multi-agency Recovery Coordination Group was established to oversee the recovery of Greater Manchester. Six work streams fed into the Coordination Group, including a Community Recovery Group. Key activities for the Community Recovery Group were to:

- Undertake a community impact assessment to inform the development of a community engagement strategy to co-ordinate the involvement of the wider community affected by the incident;
- Encourage and strengthen community cohesion, adopting an asset-based approach;
- Work with schools and other educational establishments to support children and young people;
- Develop a communications pack for Prevent and cohesion leads, as well as community groups which challenges extremism and builds resilient communities, and engages and supports diverse communities.

5.26 The Community Impact Assessment identified that the Arena attack had a wide impact across Greater Manchester, but that a ripple effect had taken place resulting in many of Greater Manchester's minority groups feeling threatened by the possibility of reprisals. This was not limited to people of Asian heritage or followers of the Muslim faith, but felt much wider including people from Libyan, Jewish and Sikh communities, the LGBTQ community and young people. Security concerns have increased across schools, colleges, universities and faith institutions. Increased hate crime was reported against both passengers and staff on Greater Manchester's public transport network, as well as against health professionals, taxi drivers and take away employees (Community Recovery Group, 2017).

5.27 *Manchester Resilience Hub* – In recognition of the widespread trauma caused by the attack at the Arena, the NHS Manchester Resilience Hub was established to coordinate the care and support for children, young people and adults whose mental health has been affected wherever they may live. Hosted by the Pennine Care NHS Foundation Trust, the phone-based advice, information and support line is staffed by clinicians from the regional Military Veterans' Service due to their expertise in supporting professionals and uniformed services. Approximately 80% of the 2,988 individuals currently supported by the Manchester Resilience Hub live outside of Greater Manchester.

5.28 *Deputy Mayor for Policing, Crime, Criminal Justice and Fire small grants scheme to support community projects* - A community fund was created by the Deputy Mayor for Policing, Crime and Criminal Justice to support local communities affected by the Manchester Arena attack. Under the 'We Stand Together' banner, the fund assisted local groups and organisations to host events and manage initiatives to counter hate and emerging unrest and looked to promote cohesion within communities. The events were inclusive, aimed at bringing together a broad mix of people from different backgrounds to share and enjoy activities, food, music and culture. Over 60 events were funded over the Summer and Autumn 2017, administered by the High Sheriff's Trust on behalf of the Deputy Mayor.

Conclusion

5.29 Despite the fantastic ongoing work to promote equality, challenge hate and create cohesive communities, there is still more that can be done. The aim of the Greater

Manchester Preventing Hateful Extremism and Promoting Social Cohesion Commission was to identify and collate the collective understanding of hateful extremism and social cohesion from academia, as well as the community, public and private sectors. The Commission also aims to draw on all this good practice and bring ideas together to help guide the collective response to combatting radicalisation and alienation, thus building safer and stronger communities. The Commission had four key objectives which were each considered separately:

- To identify the broader determinants of social exclusion and how people across Greater Manchester could work collectively to address them;
- To consider how a distinctive community-led Greater Manchester approach to challenging hateful extremism could be developed;
- To understand if a Greater Manchester Charter could be an effective way to promote social cohesion;
- To evaluate how Prevent operates in Greater Manchester.

6. Informing the Commission

- 6.1 A multi-faceted approach has informed the Commission which included a desktop review, analysis of learning from Channel peer reviews, and a public engagement programme.

Desktop Review

- 6.2 A desktop review of a plethora of data and research has been analysed to inform the findings of the Commission and support the recommendations made. This included a critical review of the both national and international literature, as well as a review of the ongoing work across Greater Manchester.

Analysis of learning from the Greater Manchester Channel Peer Review process

- 6.3 Channel is part of the Prevent element of the Government's Contest Counter Terrorism Strategy. It is an individualised, multi-agency, support package which can be offered, on a voluntary basis, to an individual who is at risk of becoming radicalised (Home Office, 2018a). Greater Manchester has recently conducted a peer review of a sample of cases referred into Channel across the city-region. Key themes of good practice and learning were identified and shared across the 10 local authorities. This learning and best practice has been used to inform the Commission's findings and recommendations.

Public Engagement Programme

- 6.4 The Commission agreed that it would use existing networks across the city-region to support the engagement activity. This included more than 3,000 residents, community and voluntary groups, agencies and businesses across Greater Manchester. Whilst it was recognised that this may mean the Commission might have difficulty hearing from people who are not actively engaged in these services, it was decided that existing networks would provide a good baseline to understand some of the key issues that affect the people of Greater Manchester. It would also provide an opportunity to identify gaps in the engagement. This information and learning could then be built on and further recommendations for more specific engagement could be made by the Commission as part of an ongoing piece of work.
- 6.5 In order to engage as many people across Greater Manchester as possible, a three strand engagement approach was established, and people were able to participate in more than one if they wished. The strands were:
- An online survey
 - Face to face workshops
 - Written submissions

Online survey

- 6.6 Designed around the Commission's Key Lines of Enquiry, an online survey was conducted which asked questions about where the respondent lived, social exclusion, experiences of hateful behaviour, their opinions around a Greater Manchester Charter

of accepted behaviours, and how to positively work with people who were at risk of being radicalised. A copy of the survey and its results can be found in Appendix B. The survey was promoted on social media and disseminated through networks of community agencies and partners. Anyone who lives, works and/or socialises in Greater Manchester was welcome to take part. The survey was not designed to provide statistically significant results, but to identify consistent themes to inform the Commission's thinking.

- 6.7** An excellent response rate was received, with a total of 1,609 participants engaging in the survey, with 82% completing the full survey. There was a strong representation from all 10 Greater Manchester local authorities. More women than men completed the study (59% of women compared to 38% of men; 3% responded "prefer not to say"). The majority of respondents were white (81%), followed by Asian (9%); less than 5% of respondents were black or mixed race. 46% of people classified themselves as belonging to the Christian faith, 37% stated that they had "no religion", 9% were Muslim. Less than 1% of respondents identified as Hindu, Jewish or Sikh. The vast majority of people identified as heterosexual (85%), with 5% of people identifying as gay / lesbian and 4% bisexual. 80% said that they had no physical or mental disability. Respondents were from a wide age range, including 6% under the age of 18 and 11% being 65+.

Workshops

- 6.8** A total of 52 workshops were hosted across Greater Manchester with over 400 people attending the sessions (the exact number of participants is not known as attendance was not recorded at all sessions). The workshops were hosted by a range of groups and agencies (see Appendix C for the full list of workshops held).
- 6.9** Training on the delivery of the workshops was provided to facilitators. The sessions were structured in the form of small group discussions, providing feedback on the Commission's Key Lines of Enquiry. The sessions could be tailored to suit the needs of the audience, with the facilitators having the flexibility to discuss which of the Commission's objectives they felt were appropriate to the audience and tailoring the language so that it was accessible to attendees. Group facilitators recorded the themes of the group discussion, highlighting key quotes where applicable.

Written submissions

- 6.10** Written submissions provided an opportunity to comment directly on the Commission's Objectives and Key Lines of Enquiry, either as an individual or on behalf of an organisation.
- 6.11** In total seven written responses were received, three from individuals and four representing organisational perspectives.

7. What are the broader determinants of social exclusion and how can we work collectively to address them?

Key Lines of Enquiry:

- What factors contribute to hateful extremism?
- How can we strategically take a “what works” approach from communities that are well integrated, cohesive and supportive?
- What is the role of the business community in promoting a more cohesive Greater Manchester?

Introduction

7.1 Social exclusion can be defined as the level at which a person or group is able to participate in social, economic, political and cultural life, as well as engage in personal and professional relationships with others (Levitas, et al., 2007).

What factors contribute to hateful extremism?

7.2 Multiple causal factors have been identified as playing a role in radicalisation and are often broadly categorised as either broad grievances that ‘push’ individuals toward a radical ideology or more specific ‘pull’ factors that attract them (Borum, 2011b). Social and economic inequality is a factor identified as one of numerous ‘push’ factors working at the societal level alongside other structural drivers such as ideology, religion and the geo-political environment.

7.3 Inequality has been associated with a host of social problems including violent crime, poor mental health and low levels of civic participation and trust (Kawachi, et al., 1997; Wilkinson & Pickett, 2010). A relationship between inequality and radicalisation might be expected because high levels of inequality can lead to a pessimistic outlook and insecurity about a person’s ability to survive and prosper in society (Norris & Inglehart, 2004; Hohman & Hogg, 2015). Such a relationship might also be anticipated because of large class and income differences which reduce the sense of solidarity and shared fate within communities (Uslaner & Brown, 2005).

7.4 Inequality has also been found to negatively impact on social exclusion. Brady et al. (2012) found that young people from lower economic and educational backgrounds are less likely to be active citizens in their community, reducing their likelihood to vote or volunteer in the community. The Casey Review (Casey, 2016) highlighted the impacts of economic exclusion and poverty on social cohesion, with a lack of interaction between people from different backgrounds resulting in mistrust and prejudice between communities. In the absence of generalised trust, people are less likely to take part in civic society outside of close-knit ethnic and political interest groups, resulting in a less vibrant civil society and, potentially, internal conflict and radicalisation.

7.5 Causal relationships are notoriously difficult to demonstrate but the evidence base on contributory factors to radicalisation is particularly weak. This is a result of a number of factors, including:

- The difficulty in the defining, and therefore measuring of hateful radicalisation, extremism and terrorism, as well as social exclusion (Neumann, 2013; Schmid, 2013)
- There has been little empirical research conducted due to the difficulty of accessing people convicted of terror offences to understand their motives, as well as the ethical constraints that surround such research (Schmid, 2013)
- The general quality of evidence is poor - relying on textual documents (such as media and court reports) and a small number of case studies (with no control group) rather than on any large scale, systematic data (Christmann, 2012)
- In modelling, there is often confusion between 'why' and 'how' someone becomes radicalised. There is a tendency to solely focus on the individual (Horgan, 2008), concealing the fact that radicalisation is a social phenomenon that is complex (non-linear), situational, emotional (as well as ideological) and dynamic

7.6 In relation to social exclusion and radicalisation, the research evidence on three different measures are considered here:

- economic development
- economic inequalities
- individual poverty

7.7 *Radicalisation and the economic development* - Studies of the relationship between overall economic development and likelihood of radical attitudes, values and incidents are mixed and inconclusive. There is evidence that increased economic development reduces the incidence of domestic and international terrorism within a country (Choi, 2015; Li & Schaub, 2004). On the other hand, Kis-Katos et al. (2011) argue that terrorism is significantly more likely to originate from richer and more urbanised countries than from poorer countries. A study of the risk of terrorism in 186 countries between 2003 and 2004 also revealed no association between income level (GDP per capita) and prevalence of terrorism, once countries' other characteristics are taken into account (Abadie, 2006).

7.8 *Radicalisation and economic inequalities* - The findings on the relationship between economic inequality and terrorism are more consistent than those on economic development. Li and Schaub (2004) found that increases in within-country economic inequality increase the incidence of transnational terrorism. Similarly, Piazza (2006) found that although there is no significant relationship between economic development and terrorist incidences, economic inequality is a robust predictor of domestic terrorism. Piazza argues that it is not overall economic equality, but is the emergence of social divides between ethnic, religious, regional and linguistic groups. Countries that have very low levels of fractionalisation between ethnic or religious groups, or that effectively economically integrate minority communities, also have low levels of terrorism (Piazza, 2011).

- 7.9** *Radicalisation and individual poverty* - Research has failed to demonstrate a direct link between collective or individual poverty and terrorism (Maleckova, 2005). Evidence to date of individual trajectories into violent extremism in Europe suggest individuals vary widely in terms of age, socio-economic background, education, occupation, family status and previous criminal record. Studies have suggested that it is impossible to identify one single socio-economic profile that characterises radicalised individuals (Dalgaard-Nielsen, 2010). When compared to their population group, violent extremists are “*strikingly normal*” in terms of the socio-economic variables analysed (Bakker, 2006), making it difficult to identify potentially vulnerable groups or to put protective factors in place. Some research also suggests that the relative importance of socio-economic factors in a trajectory may depend upon the role of the individual in the group. Islamist group followers, for example, may be overwhelmingly members of the disaffected lower and working classes while Islamist leaders tend to be professionals and well educated members of the upper middle classes (Nesser, 2004: 10; Roy, 1994 cited in Deckard & Jacobson, 2015). Whilst there appears to be no proven relationship between social inequality and extreme right radicalisation, there is evidence that education is a strong predictor of anti-Muslim prejudice in western European countries. Based on longitudinal, international data, Strabac and Listhaug (2008) found that the odds of expressing anti-Muslim prejudice decreased by 20% for each additional level of education. In eastern European countries the effect is in the same direction albeit weaker.
- 7.10** *Radicalisation and religion* – There is widespread, public condemnation of Islamist groups by followers of the Muslim faith (e.g. Letter to Baghdadi, 2014; The Wilson Centre, 2014). There is evidence to suggest that political influences rather than religion being the driver for radicalisation. Perliger and Milton (2016) found from their research into ISIS militants that the main attractor to the extremist group was cultural and political identity, rather than a belief in Islam. This is echoed by findings which suggested that terrorism emanates from a heterogeneous population of Muslims, and notable political grievances towards Western foreign policy has a prominent role as a risk factor for radicalisation (Christmann, 2012; Kundnani, 2015).

Social Exclusion across Greater Manchester

- 7.11** The Government’s recently published Green Paper on the Integrated Communities Strategy (HM Government, 2018) establishes the strategic plan to help integrate communities across the UK. The Green Paper calls on local government, business, voluntary and community sector organisations to commit to how best to drive integration so that “...*everyone in Britain can enjoy the same opportunities, to be able to retain pride in where they come from while being able to play a full and proper role where they are.*” (HM Government, 2018). The paper has a number of key policy proposals which tackle some of the most difficult issues around integration, such as delivery of a hate crime action plan and empowering marginalised women into work.
- 7.12** Success of the integration plans will require new thinking on policies, new partnerships and innovative approaches to what works. The paper supports the new Cohesion and Integration Network (COIN) to enable it to identify best practice on leadership and to share this widely. COIN will build the capacity of leaders and practitioners in the public,

private and voluntary sectors through access to evidence of impact, training and shared learning.

- 7.13** From a Greater Manchester perspective, in his electoral manifesto, Andy Burnham pledged to make Greater Manchester a more equal society, being “*a beacon of social justice to the rest [of the world]*”. Whilst Greater Manchester is an ethnically and culturally diverse city-region, high levels of inequalities also exist.
- 7.14** The area has wide discrepancies in wealth and in 2015, 21% of Greater Manchester neighbourhoods were in the top 10% most deprived in England, with 1 in 5 Greater Manchester households being classed as “income poor” (Hughes & Lupton, 2017). Attainment levels of children from the poorest background have been found to be consistently lower than their wealthier counterparts; in 2016 this difference was found to be 17% lower levels of attainment at early years assessment, growing to 27% lower attainment at Key Stage 4 (Lupton, 2017). There are significantly fewer students who were eligible for free school meals (FSM) at age 16 than non-FSM students who have achieved a Level 2 (GCSE or equivalent) (20% fewer) or Level 3 (A Level or equivalent) qualification (25% fewer) by the age of 19; these gaps are comparable to the national figure (Office of National Statistics, 2018b).
- 7.15** White pupils typically achieve lower levels of education attainment than pupils from ethnic minority backgrounds overall, although there is variation between ethnic groups (for example, pupils from Asian and Chinese backgrounds score especially high) (Greater Manchester Combined Authority, 2018c). Similarly, pupils whose first language is not English outperform those for whom it is, although there are significant variations between countries of origin (ibid.).
- 7.16** It is estimated that 75,000 residents across Greater Manchester are unemployed; this equates to approximately 6% of the active working age population (Greater Manchester Combined Authority, 2018c) and approximately 10% of Greater Manchester residents have no qualifications (Greater Manchester Combined Authority, 2018c); the national level is 8%. About 10% of Greater Manchester employees earned wages at the level of the legal pay floor in 2017, in line with the previous year. Provisional data suggests 22% of employees in Greater Manchester earned wages below the level of the ‘real’ living wage, somewhat lower than in previous years (Greater Manchester Combined Authority, 2018c).
- 7.17** There are also persistent differences between social and demographic groups in their access to the labour market. In 2015, the Greater Manchester employment rate of people from ethnic minority backgrounds was 57% compared with 73% for people from white ethnic backgrounds, while only 43% of disabled working age people were in employment. However, Greater Manchester’s full-time gender pay gap was 4% in 2017 - half the rate of the UK (Greater Manchester Combined Authority, 2018c).
- 7.18** Nationally, there is an over representation of BAME communities in the criminal justice system and outcomes are also poorer for this group. White people typically receive shorter sentences than other ethnic groups, with a particular disparity in the youth justice system (Ethnicity Facts and Figures, 2018a). In his review of people from BAME

backgrounds' experiences of the criminal justice system, Lammy (2017) suggests that this may be due, in part, to low numbers of people from BAME backgrounds entering an early guilty plea, and thus, receiving a lesser sentence. Lammy suggests that this is due to a lack of trust in the system.

- 7.19** Across Greater Manchester, proportionately a black person is three times more likely to be stopped and searched by the police than a white person (Ethnicity facts and figures, 2018b) and twice as likely to be arrested than a white person (Ethnicity Facts and Figures, 2018c); nationally these figures are 3.6 and 3 times more likely.
- 7.20** These are just a few examples of the inequalities that currently exist across Greater Manchester that are likely have a negative impact on social cohesion and need to be considered in how such inequalities may impact on trust and ability to engage in community activities, which may lead to social exclusion, conflict between communities, and potentially radicalisation.

How can we strategically take a “what works” approach from communities that are well integrated, cohesive and supportive?

- 7.21** A perceived lack of social cohesion can be damaging for community relations (Casey, 2016), and living in a cohesive society promotes well-being (Eurofound, 2014); emphasising the importance of integrated, cohesive and supportive communities.
- 7.22** Generally, respondents to the Commission's survey spoke positively about the area that they lived. 82% of respondents said that they were “fairly satisfied” or “very satisfied” with their local area as a place to live and 63% felt that there were opportunities to get involved in their local area or community. When asked to describe what was really good about their local area, almost half (46%) described a positive community spirit, with frequent references to friendliness and helpfulness of the local people which gave a strong feeling of community. A third of people (33%) made reference to living close to local amenities and transport links as a positive about their local area.

“In my experience, people are generally friendly, the location is good for town and countryside, and there are places for folk to socialise”

“There is a community feel. Everyone knows each other and will help and support each other”

“Good range of services and walkable into town centre, easily accessible motorway links. Good range of shops, range of housing to suit various incomes, good range of primary care and major hospitals. Good local community”

- 7.23** As part of the Greater Manchester Public Service Reform programme, work is ongoing to better integrate services into communities. The aim is for agencies to work closely together to aid information sharing and prevent duplication of work, therefore improving the experience of service users. This work will allow community workers to get to know

the residents with whom they work closely on a daily basis, as well as having an intimate knowledge of the community's assets and resources, allowing appropriate referrals to be made. This will hopefully reduce vulnerability to radicalisation as well as other forms of exploitation.

- 7.24** *More opportunities needed for communities to interact and socialise* – Research suggests that positive interactions between different groups can reduce prejudice and increase trust (Pettigrew & Tropp, 2006). People told the Commission that there was a distinct lack of places and activities where communities could interact on a social level in their area. This meant that people could not socialise as a community or have the opportunity to learn about cultures/differences informally. The lack of community spaces was frequently linked to social isolation and exclusion. Whilst some people made reference to opportunities for people from different faiths to come together (e.g. open days at faith institutions) most people referenced wanting a more general place to meet.

“Needs to be investment in local community services so that all people have a general meeting place, especially the younger and older generations.”

“I like the area I live in and can access all amenities I need relatively easily. I don't have any issues with the area itself but more activities or social groups where I could speak to people in my community would be good. I'm only 30 but where I used to live I knew all the people on the street and I don't feel like that in Greater Manchester.”

“More community based activities where everyone gets involved and people can get together and then build relationships. We had a street party a few years ago and that was a very successful event - it would be good if something along those lines could be had annually.”

“Lack of spaces for congregation. Few benches and communal areas that are not open space, religious spaces or places to spend money (cafes, bars). Lack of information or 'permission' to get involved - people don't always know how. In this area, and indeed throughout Manchester, community development work would strengthen local bonds between people and groups and would build capacity for social solidarity work.”

- 7.25** *More youth provision needed* – Whilst it is recognised that there is some excellent work with Greater Manchester's young people ongoing in very challenging times due to limited resources and funding, communities consistently identified a lack of activities for young people as being a contributor to reduced social cohesion across Greater Manchester. The positive impact of youth provision can be difficult to measure over a short period (Melvin, 2017). However, the impact of a lack of youth provision is clearly evident in communities across Greater Manchester. This has an impact on crime and anti-social behaviour, at a time when Greater Manchester Police are struggling to cope with demand due to lack of resources. The proportion of young people under the age of 18 arrested by Greater Manchester Police is rising. They are also more likely to be both the victims (Home Office, 2013) and perpetrators (Roberts, et al., 2013) of hate

crime. This can result in a tendency to stigmatise young people (Harragan, et al., 2018), resulting in them being disproportionately targeted by punitive and controlling policies and practices (ibid). This can result in feelings of marginalisation, leaving young people uninspired and resistant to engage positively with society (ibid).

- 7.26** Research suggests that having a shared goal creates the most positive outcomes in reducing prejudice (Pettigrew & Tropp, 2006); sport and competitions can be an effective way of achieving this (Puurтинен & Mappes, 2009; Bauer et al, 2016). A reduction in youth services also limits opportunities for interaction and integration between both young people engaging with the service and their parents, who take their children to youth activities, engaging with parents of other children at the activities. Youth provision creates opportunities for people to become engaged in their local communities through volunteering – which is known to improve social integration (Piliavin & Siegl, 2007) and life satisfaction (Meier & Stutzer, 2007), develop skills which may improve job prospects (Paine, et al., 2013) and higher earnings (Kim & Morgul, 2017), improve mental (Binder & Freytag, 2013) and physical (Sirven & Debrand, 2008) well-being as well as improve a sense of belonging in immigrant and refugee communities (Carlton, 2015).

“Maybe a youth club so young people have somewhere to go in the evenings and weekends. Family events that would pull local families together.”

“More for young people to do from the ages of 11+ Youth service provision with qualified staff providing targeted intervention to support and enable positive members of society.”

“There appears to be not a lot of youth support for children, particularly during the school holidays. There is no place for young people to go that keeps them off the streets and safe. A youth centre/youth group could be set up via funding or community contribution to help provide daily activities for 5-17 year olds.”

- 7.27** *Community activities need to be accessible* – This was frequently mentioned with reference to more awareness needed around mental health difficulties, and inaccessible buildings for people with physical disabilities. Additionally, community activities only offered during office hours means there are limited opportunities for people who work and school aged children and young people to attend. Limited transport links were also cited as a barrier.

“Mental health and deprivation is a huge problem. Better financial stability and combat the feeling of loneliness would have a huge impact on this issue.”

“The train station is not accessible to disabled people, and key bus services that disabled people need to get to Withington hospital have been cut, isolating those who cannot walk further to new bus stops or wait an hour for the next one.”

“Lots of things go on in working hours so those that work cannot attend.”

“Buses are no longer running through the village in the evenings, needed for people who want to travel further.”

- 7.28** *Cost of activities and public transport need to be affordable for families* – Poverty and limited income was a serious concern of respondents. High costs of community activities and/or travel costs meant that even when services were available, people struggled to access them. Lack of affordable and reliable public transport was identified as a significant contributor to social isolation, whereas good transport links are considered to be one of the most important things when residents consider what they like about the area that they live. Recent announcements by the Mayor of Greater Manchester, introducing half priced off-peak bus and tram fares for 16-18 year olds and free off-peak bus, train and Metrolink fares for women who were affected by the change to the state pension age in 2011 are welcomed by the Commission. This will improve access to services, education and employment for more people across Greater Manchester.

“Transport and the trams are expensive as are most of the sports clubs and activities.”

“[There is] no other source of get together areas, people are isolated, even when something is on, they either cannot afford, or cannot get there due to transport problems.”

“Have free family events or children’s events during school holidays, bank holidays and summer or winter holidays - so everyone can afford to go. Not just free stuff for people who don’t work.”

- 7.29** *There is a need to reduce crime and anti-social behaviour and generally improve public spaces* – People spoke about wanting to be proud of their local area, but that this was difficult when public spaces were not maintained and there were high levels of anti-social and intimidating behaviour. Lack of visible police presence was frequently cited as a contributor to social exclusion as people did not feel safe to leave their homes.

“Lower crime rate - burglaries, car theft, car parts being stolen from cars parked on drive, violence on the streets, stabbing incidents happen here. More CCTV on main roads, more patrols, presence of more police, also safer crossing areas for school children in particular the junction of Wilbraham Road and Withington Road - very precarious, safer journeys via tram esp [sic] when alighting in some stations that are below ground level thus more risk of muggings etc.”

“[We need a] more visible police presence.”

“More bins and therefore less littering.”

“...planters, benches and retracting bollards can be used instead of concrete barriers [used to] prevent car or truck attacks.”

- 7.30** *Consideration needs to be given in Brexit negotiations, to limit the impact of Brexit on funding in communities* – Whilst Brexit negotiations are still ongoing, it is unclear what the impact on EU funding for community projects might be. Greater Manchester Combined Authority are currently working closely with the Government to identify the risks and take advantage of the opportunities that Brexit will provide to Greater Manchester after the UK leaves the EU in 2019 (Greater Manchester Combined Authority, n.d.). The Government needs to consider the implications that losing EU funding could have on communities which are already struggling as well as the public, private and VCSE sectors who have been affected by budget reductions.

Case Study A

City of trees – an example of how planting trees can increase wellbeing and community cohesion by improving the environment that people live, work and spend their free time in.

Manchester City of Trees is an innovative movement which aims to re-invigorate Greater Manchester's landscape by restoring underused, neglected woodland by planting a tree for every person that lives in the city-region, within a generation. Creating an environment where trees are a fundamental part of the infrastructure can create a more healthier, resilient and prosperous Greater Manchester. The project works with local communities to encourage volunteers to plant trees to improve the local area.

As well as planting trees and managing woodland, the project also deliver a number of practical initiatives across the city-region including creating community orchards and training local people how to maintain them, help schools to plant trees to create outdoor classrooms and support teachers to develop nature based activities and plant street trees in new developments, town centres and residential areas to transform the look and feel of the urban environment.

Research suggests that trees and woods can help to bring people together and strengthen communities, reducing loneliness and isolation (Kaplan & Kaplan, 1989). Furthermore, taking part in nature-based activities can contribute to a reduction in levels of stress (Ulrich, et al., 1991), anxiety and depression (Bragg & Atkins, 2016) as well as increasing physical activity (Giles-Corti, et al., 2005) and reducing obesity (Dadvand, et al., 2014).

The economic benefits delivered by Greater Manchester's natural resources include (Economics for the Environment Consultancy Ltd, 2017):

Global climate regulation (carbon): Greater Manchester's urban woodland sequesters nearly 25,000 tonnes of CO² equivalent per year at a value of around £2m per year

Noise regulation: nearly 430,000 buildings receive noise mitigation benefits due to Greater Manchester's urban natural capital, estimated at £59m per year

Local climate regulation: Greater Manchester's urban parks and woodland have a combined cooling effect of 0.5°C. Productivity losses avoided due to the cooling effect of Greater Manchester's urban parks and woodland is estimated at over £2m per year

Physical health benefits: Around 84,000 people meet their physical activity guidelines through visits to Greater Manchester's greenspaces. Welfare gains associated with active visits to greenspaces are estimated at nearly £63m per year. This physical activity is also associated with avoided direct and indirect health costs of inactivity of nearly £40m per year.

Learning:

There are people in the community who want to be involved in improving their local area and organisations should work more closely with communities to foster this enthusiasm.

Sometimes the importance of the physical environment where people live can be forgotten or underestimated – it is vital that organisations recognise the impact that it can have on people's lives

What is the role of the business community in promoting a more cohesive Greater Manchester?

Business Engagement Dinner hosted by Darra Singh, OBE

Aim

This note aims to capture and distil the dinner's conversational threads into a number of potential themes that will require further consideration and action.

Context

The discussion was based around three questions relating to tackling extremism and promoting inclusion; recognising that the causes of extremism are complex and multifaceted. For the avoidance of doubt, it is recognised that a lack of inclusion and/or poverty does not cause extremism; although those individuals who hold a 'grievance' legitimate or otherwise are more susceptible to radicalisation.

Questions

1. What role do business have in tackling extremism and increasing inclusion within the communities of Greater Manchester?
2. What are businesses currently doing to enable inclusion?
3. What are the gaps and what role can the Mayoralty take?

Discussion

- Businesses should not be seen as a homogenous group, their knowledge, ability and willingness to act on these issues varies due to a broad range of factors. While size and sector are often material, many small companies are embedded into their communities and actively or otherwise make a real contribution to local inclusivity.
- While there is a strong correlation between inclusivity and employment, more than half of those claiming benefits are in work, as such the nature of the employment and terms on which it is offered are equally important. It's both 'more jobs' and 'better jobs', noting that the latter will challenge those businesses which compete on a low skill, low cost business model.
- Accepting that there is a need of more and better jobs, these jobs need to be geographically close to those communities who are most in need. This is often not the case, meaning travel costs, especially for those who are part time or on zero hour contracts are prohibitively high compared to wages. Also low aspiration can mean people don't look beyond their own back yard for work; there is a need to incentivise business growth in these areas.
- Businesses have the ability to touch and impact this agenda in a myriad of ways; this in itself can act as a barrier to action. There is a need therefore to focus in a small number of areas, specifically those in which the business offer is unique e.g. work placements for looked after children. There would be value in Greater Manchester identifying a small number of

areas in which it wants businesses to help, and targeting activity accordingly; following the approach of the Mayor's Homeless campaign.

- Employers can be risk averse when making hiring decisions, especially when they have a choice of candidates (notwithstanding an anticipated tightening in the labour market and skills shortages). Such 'risk assessments' maybe asymmetrical in nature prioritising short term over longer term benefits; differential experience of past employees, urban myths or stereotypes. Using work placements and internships could help desensitise against some of these risks and acts as a 'try before you buy' approach.
- Support is needed to enable companies to make what may be perceived as higher risk appointments. Language here is important and it should stress the value to the business, not just wider society, of progressive employment practices of a local, diverse, representative workforce with strong local supply chains. One clear benefit is when looking to entering new markets it is easier if you employ staff who are linked to those customers (language skills, cultural awareness, contacts and credibility). For those furthest away from the labour market more hands on interventionist /support would be beneficial. This is expensive in the short term but has substantial longer term gains for the public purse and wider society.... not to mention the business.
- A number of larger companies have formal work experience and internships programmes, these often benefit individuals who already have strong social networks, unless positive action is taken. There is considerable scope for companies to do more here with prioritised groups.
- In addition to 'experience in work' there are other areas in which businesses engage meaningfully with schools around careers talks and governorships.
- While there are VCSE organisations which can help facilitate this, the market in places is perceived as crowded, unhelpfully competitive, and success in one locality is not easily replicated elsewhere. This challenge of replicability to create simplicity, commonality and scale will need to be overcome if we are to realise the full potential of Greater Manchester's business base. This challenge is also present in the public sector where some Local Authorities have excellent programmes which are not replicated in other areas, e.g. supporting looked after children into employment.
- While the public sector cannot build bottom-up delivery capabilities, it does have a role to play in connecting business with VCSE and publicly funded support services using its soft convening and leadership power to make the system work. While having the pieces of the jigsaw is a prerequisite for success, without the resources or focus to 'make the connections work' success is likely to be limited.
- Strategic leadership by the Mayor's Office and more widely the public sector, focused on a small number of key deliverable objectives, will enable 'anchor institutions' and the wider business community to target their activity in a more focused way. Capturing and building on early success (do a small number of things well) is more likely to create momentum resulting in longer term traction.

- It will be important to choose language which resonates with the target audience, building on Greater Manchester's heritage, culture and values. There are very good business reasons for making a business more inclusive, and this should form part of the approach, this is not Corporate Social Responsibility.
- Procurement, both public and private can help encourage companies to address social inclusion, and the public sector in Greater Manchester has the ability through the agreed Social Value Procurement Framework to stimulate action in a systemic standardised way. While adopted by all Local Authorities and the Greater Manchester Combined Authority, its application is variable even within organisations, but when applied well e.g. Greater Manchester Working Well tender, it can make a real difference.
- While procurement should be a positive force, the trend is to let ever bigger contracts, which local suppliers find hard to secure. This can reduce social value and can be a source of tension between the local business community and the public sector.
- Recommendations from the Inclusive Growth Analysis Unit's recent paper on Addressing Ethnic Inequalities in the Greater Manchester Labour Market could be considered and implanted at a Greater Manchester level.

7.31 *A more cohesive Greater Manchester is good for business* - Greater Manchester has world leading businesses and sectors, which are investing, innovating and growing and have created a record number of jobs across the city-region. Public services and the VCSE sector are using devolution and closer partnership working to find new ways to better serve the public, despite the cuts to funding they have faced. Across all sectors, employers are providing good jobs, which are well-paid, secure and creating opportunities to get on.

7.32 It is recognised that businesses play a key role in promoting social cohesion and reducing the risk of violent extremism, both across Greater Manchester and nationally. The Federation of Small Businesses' recent paper highlights the economic impact terrorism has on businesses (The Federation of Small Businesses, 2017). The report estimates that the economic cost of the 2017 terrorist attack on London Bridge to be £1.4 million, with small to medium sized businesses being the most affected. The Social Value Principles, which Greater Manchester subscribed to, highlight the benefits to businesses in investing in employees to improve employee retainment and improved productivity (Social Value UK, n.d.). This can result in a more commercially viable and resilient business.

7.33 Following the 7/7 attacks in London, it was estimated that there was a 20-30% reduction in footfall in London's West-end, a £750 million reduction in tourism revenue and a reduced demand in hotel rooms, which took nine months to recover. After the attack, the Manchester Arena cancelled 14 events and was closed until September 2017. The estimated loss of this to the economy was £18.5 million, and impacted significantly on hotels, retailers, food and beverage, and the night time economy. Hotel occupancy dropped significantly in the weeks following the attack. Whilst occupancy levels are recovering, they are yet to return to the levels of growth being experienced in the period before the attack.

- 7.34** There is, therefore, a significant incentive for businesses to support the work on promoting social cohesion and tackling violent extremism.
- 7.35** *Inequality in the labour market is concerning but this creates opportunities for change* - Inequality in access to the job market is often a defining factor of social exclusion (Levitas, et al., 2007). The proportion of BAME people in work in Greater Manchester is considerably lower than their white counterparts, with the gap in Greater Manchester being larger than the national average. Based on the latest data available (Department of Work and Pensions, 2017), BAME people of working age were 20.6% less likely to be employed than white people (compared to the national figure of 15.6%). Whilst the gap is reducing, both at a Greater Manchester level and nationally, there is still considerable progress to be made.
- 7.36** Recent work published by the Inclusive Growth Analysis Unit (Elahi, 2017) illustrates the disparities between men and women who are economically inactive across all ethnicities across Greater Manchester, with men more likely to be employed than women. However, this disparity is far more pronounced in some ethnic groups than others e.g. women of Pakistani or Bangladeshi heritage in Greater Manchester are 45.8% less likely to be in employment than Pakistani/Bangladeshi men, with only 39% of Pakistani/Bangladeshi women employed, compared with 71% of white women (75% of white men across Greater Manchester were employed). This is inconsistent with the knowledge that women from Asian heritage are significantly more likely to go to university than their white peers (Crawford & Greaves, 2015). This disparity between educational attainment and economic activity may be due to discrimination practices in the workplace (Shah, et al., 2010; Acik & Pilkington, 2018). Despite having more opportunities than their parents, second generation Pakistanis report experiencing discrimination in the workplace (Acik & Pilkington, 2018). Research by Savannah Wisdom (Elliott, Not published) has highlighted some of the key barriers to South Asian women being economically active including a lack of awareness of the wide range of job opportunities available to them, parental pressure to pursue careers in medicine, law or accountancy, as well as family pressure to marry and stay at home raising a family.
- 7.37** Elahi (2017) discussed the impact of cultural roles of women's economic status and how these may be changing. For example, in the 2011 Census, 'looking after home or family' accounted for a higher than average reason for inactivity amongst women who were Bangladeshi, Pakistani and Gypsy or Irish Traveller. Yet in more recent research, younger Muslim women (aged 16-24) were less likely to agree with the statement of 'wives should stay at home' than older Muslim women (aged 55+) (Reynolds & Birdwell, 2015).
- 7.38** *Opportunities created through the Apprenticeship Levy* - The Apprenticeship Levy was introduced in April 2017 and requires employers with a payroll over £3m per annum to pay a levy of 0.5% on their annual pay bill. They can claim back these funds to employ and train apprentices. The remaining 98% of organisations can also access funds generated through the levy, but must contribute 10% of the cost of training. There are certain exceptions whereby the government will provide extra funding for an apprenticeship. These include 16 to 18-year-old apprentices, those who have

previously been in care or have an Education, Health and Care Plan. It is hoped that this initiative will encourage more employers to recruit apprentices, training them in skills that employers want and need, as well as providing opportunities for more vulnerable members of society.

7.39 *Schools and businesses need to work together more closely* - The low proportions of certain demographics in employment may be due, in part, to poor preparation for young people into the world of work by schools. Ofsted (2016) issued a report detailing a number of issues related to schools offer of careers advice. A number of failings were highlighted, including inconsistency in delivery of career advice, limited opportunities for young people to engage in meaningful work experience, 'good work experience placements' were largely dependent on the personal networks of parents and teacher, and little promotion of apprenticeships. This is echoed by recent research conducted by Savannah Wisdom, who have identified that of the three largest youth employment schemes in Greater Manchester, none of them provided a focus on meaningful work experience (Elliott, Not published). This would suggest that more consistent regulation and guidance is needed for schools highlighting what methods deliver the best outcomes for young people and prioritising work experience and skills development within the curriculum.

7.40 *The role of the VCSE sector* – The VCSE sector plays a vital role in strengthening communities. Volunteers across Greater Manchester do some excellent work engaging with some of society's most vulnerable people, building trust in communities where authority is treated with scepticism and increasing capacity to delivery services in challenging times. The Greater Manchester VCSE Accord provides an opportunity to strategically incorporate the VCSE sector into public sector planning, freeing capacity for public sector resources to be utilised elsewhere.

Case Study B

The Silly Country, Droylsden, Greater Manchester – a community response to improving the local area through business development.

The Silly Country is a beer, bar and bottle shop which opened in May 2018 in the Greater Manchester town of Droylsden. The Bar's owners, Phil, Drew and Katy live in the Droylsden area, with brothers Phil and Drew growing up in the area and attending the local school. In recent years, Droylsden has been associated with a number of high profile gang related shootings, resulting in the closure of many of the town's licenced premises and understandable reluctance by the local council and police to allow licenced premises to open in the town. The trio felt increasingly frustrated with the lack of investment in the area, increases in crime levels and anti-social behaviour and the general decline of the town centre. They decided to take a proactive approach to improving the local community by opening a bar that is specifically designed to help improve community spirit and enable community interaction.

The owners did not have the fund to open the bar so gave local residents the opportunity to contribute by making donations. Eventually The Silly Country team managed to raise almost £4,000 through crowd funding. They now have a plaque with the contributors names displayed in the bar. All three were effectively working full time hours at the Bar plus holding down full

time jobs to support the opening of the Bar. They admit to having very little experience in bar work or management having previously being employed in the finance, gaming and child care sectors, however are determined to make their adventure a success. Phil and Katy have now given up their jobs to focus full time on the Silly Country and Drew is hoping to follow suit soon.

The bar offers something different to the more traditional pubs in the area. It specialises in craft and specialist beers, ciders and ales and does not sell alcopops or 'shots', and closes at 11pm each evening. These were critical factors in securing the premise licence and also make the bar more accessible to a wider range of clients, including women, young families, people from BAME backgrounds and older people. The tables inside the bar are deliberately set out in long banquet styles to enable different groups of people to sit together to encourage people to meet people they do not know. It also means that for anyone who goes into the bar alone, it is easy for them to talk to someone, if they wish to.

Opening of the bar hasn't been without difficulties, with the premises being broken into before opening, the owners had to use a significant proportion of their funds to improve security. However they remain positive, stating that the new CCTV cameras at the front of the building provide extra security to other local shops and to the local residents. The owners are now applying for a licence to allow them to have tables and chairs outside, which they intend to decorate with planters containing flowers to improve the visual look of the town centre. There are ongoing discussions between the Silly Country and the council and police to ensure that this can be managed appropriately.

The owners are keen to continue to work closely with the local community and host the monthly meeting of the Droylsden Community Revival Team – a group of local residents who meet on a monthly basis to discuss how to improve the local area with aims to improve the sense of local community, improving the facilities for local residents and bring back prosperity to the town. The Silly Country now employs four staff who are all from the local community and were all unemployed before; again illustrating the ethos of investing in local community assets.

Phil, Drew and Katy hope that they can inspire others to open their own local business and invest locally, supporting the local economy. They are keen to show that they are not rich investors, but normal, local, hardworking people. They feel that Droylsden residents are now starting to feel increasingly positive about their local area and the Silly Country is keen to support the momentum. Katy was heavily pregnant when the bar opened, and had a healthy baby boy six weeks after opening, and that has not deterred her enthusiasm. She is now a formal member of the Droylsden Town Team, a group of Councillors, police and local community members who work to discuss local issues. Katy is keen to bring fresh ideas to this group and to help the Droylsden and the Droylsden Community Revival Team work more closely together. Once home life settles down, Phil, Drew and Katy are keen to look at expanding the business and are currently considering the option of opening a restaurant in the town.

Learning:

- Businesses play a key role in promoting social cohesion as they improve the look and feel of the area, attracting more people to visit an area and improving the local economy. Businesses and traditional town centres provide opportunities for people to meet and socialise. A lack of businesses in an area is perceived as a negative.

- Local people have the skills and enthusiasm to open their own businesses, but need support from organisations such local authorities and the police.
- Crowd funding is a helpful option for raising funds for business opportunities.

Conclusion

- 7.41** The inequalities that exist across Greater Manchester are likely to negatively impact on social cohesion. Well integrated communities are not just harmonious places to live, but the economic and social benefits, which are an extension of opportunity and prosperity and lower levels of prejudice and hate crime, are enormous. Therefore it is vital that inequality is considered when attempting to improve social cohesion.
- 7.42** The impact of reductions in services on Greater Manchester's communities is clearly evidenced in this report. Many people report feeling isolated, with little opportunity for those from different (or even similar) backgrounds to interact and get to know each other, leading to fear and suspicion of different communities. There are now fewer places in communities for young people to socialise, resulting in them gathering on streets in numbers, which can be intimidating and lead to them engaging in anti-social behaviour. This is further exacerbated by cuts to wider public services such as mental health services, reduced transport infrastructure and criminal justice and rehabilitation services. Consequently, services are more likely to be reactive rather than proactive, and only engage with a small proportion of the population that have the greatest need; leaving others with lower levels of need without support.
- 7.43** One in 10 young people have a diagnosable mental health difficulty (Office of National Statistics, 2017a), with boys having a higher prevalence of mental health difficulties than girls (ibid.). Furthermore, suicide is currently the number one cause of death for young people aged 5-19 (Office of National Statistics, 2017b). Mental health difficulties combined with the digital revolution, has meant that access to information has never been easier, increasing young peoples' vulnerabilities to radicalisation. Opportunities for young people to discuss difficult topics and having safe places to go and socialise with peers are fundamental to the development and protection of young people. Youth services also provide further opportunities for parents to interact and socialise.
- 7.44** Addressing economic opportunity for all is a key pillar to better integration. There remains marked differences between ethnic groups in Greater Manchester on their ability to be economically active. Businesses play a key role in social cohesion and the economic growth seen across the city-region in recent years provides an ideal opportunity for businesses to work with other agencies to address inequalities in the workplace.
- 7.45** Connections between poverty, education and terrorism are indirect and complicated (Krueger & Malečková, 2003). Instead of viewing terrorism as a direct response to low market opportunities, Krueger and Malečková (ibid.) suggest it is more accurately viewed as a response to political conditions and long-standing feelings of indignity and frustration that have little to do with economics. Consideration must also be given to the role of political agendas that promote inequality. As all models seeking to explain

radicalisation include social and economic exclusion (or inequality) as societal factors, it is reasonable to conclude that social and economic inequality matters.

- 7.46** Radicalisation is not an outcome caused by a single driver but a social phenomenon that is complex, situational (emerging out of interaction including choice), emotional (as well as ideological) and changes between location and over time (Pilkington, 2018). There is, unfortunately, no single cause or simple solution to the problem and attempts to rectify the difficulties faced by society will have to be long term and appropriately resourced.

Recommendations

1. Greater Manchester Combined Authority to conduct a refresh of the 2016 audit into Hate Crime Reporting Centres to understand how many there are across the city-region and how utilised they are. A campaign to promote awareness of the reporting centres to be launched and be a consistent theme throughout Hate Crime Awareness Week. A review of usage of centres to be completed six months after the campaign to understand the impact it had on reporting.
2. The Mayor's commitment to half price bus passes for young people should be extended to free transport for 16-18 year olds to remove access to affordable transport as a barrier to education, employment, training and socialising.
3. All Greater Manchester public sector agencies to conduct an audit of their buildings to identify where they can offer free or reduced price accommodation for Voluntary, Community and Social Enterprises to hold regular activities and meetings that benefit the community. This should be done in line with Greater Manchester's One Public Estate programme of work, where Local Authorities can bid for funding from the Government to make better and more strategic use of the public sector estate. This should be linked to the ongoing Greater Manchester Voluntary, Community and Social Enterprise Review.
4. Greater Manchester should consider developing an online portal for businesses to advertise work placements that they are offering, where young people can upload their CV and apply for the work placements.
5. Greater Manchester employers should adopt the standards for work experience that are being developed by the Youth Combined Authority. Employers who sign up should be promoted through Bridge GM.
6. Greater Manchester Combined Authority should lobby the Government to mandate all employers to publish employer demographic data, including the number of Black, Asian and Minority Ethnic (BAME) in the organisation as well as the number of BAME and female employees in senior management roles. This will be in addition to the gender pay gap requirement. Greater Manchester Combined Authority to take the lead on this and include it in the Greater Manchester Good Employer Charter.

7. Greater Manchester Combined Authority should accept all recommendations made by Elahi (2017) in the report published by the Inclusive Growth Analysis Unit.

8. How do we develop a distinctive community-led Greater Manchester approach to challenging hateful extremism?

Key Lines of Enquiry

- What would a distinctive community-led Greater Manchester approach to challenging hateful extremism (of all kinds) look like?
- How can we effectively facilitate conversations about hateful extremism at a community level and how can we involve more people in these conversations?
- What would be an appropriate means of working with children and young people as part of such an approach?
- What has been learned from the Rethinking Radicalisation and RADEQUAL (in the City of Manchester) programmes and other innovative approaches in the metropolitan districts of Greater Manchester about engaging the community about building communities' capacity to counter-extremism and safeguard young people? How might this work be built on in the future?

Introduction

8.1 Greater Manchester is already leading the way in developing a community-led response to challenging hateful extremism. The ongoing strategic commitment to have residents at the heart of all policies and strategic plans illustrates this. The commitment to public service reform, improvements to public transport and inclusive growth will be fundamental to this process. There is now the opportunity to build on this good work and co-develop a community-led response to safeguarding, not just against radicalisation but all vulnerabilities. There is a need to make better use of community assets, of which there is an abundance across Greater Manchester and community commitment to improving neighbourhoods.

What would a distinctive community-led Greater Manchester approach to challenging radicalisation (of all kinds) look like?

8.2 *The need for a long term, resourced, community led response to radicalisation* – In their systematic review of literature on social cohesion, community resilience and countering violent extremism, Grossman et al. (2016) found that effective community partnerships, which can be flexible and meet the needs of the local community, were more effective at improving social cohesion and successfully implementing programmes designed to counter violent extremism than those that relied on large, national organisations. Overwhelmingly there was a strong call throughout the Commission's public engagement for resources to be available to communities to promote cohesion and support and safeguard vulnerable individuals (not just to radicalisation but all forms of vulnerability). Throughout the Commission's engagement, peer mentors were repeatedly suggested as examples of good practice to engage and support vulnerable people. Research has consistently highlighted the benefits of peer mentoring for both young people (Rhodes, 2009) and adults (Kram & Isabella, 1985; Colvin & Ashmann, 2010).

- 8.3 There was also a strong feeling of residents wanting to do something to improve their local area but many felt that the infrastructure was not currently there to support a community led response. The loss of neighbourhood policing teams was consistently identified as having a substantial negative impact on community cohesion as was the loss of resources for young people.

“Mentoring Programme, more positive role models, opportunities to talk to people who have reformed. Opportunities to become more educated, get into work and take part in positive activities to increase feelings of inclusivity and being part of the community. Poverty, isolation and bitterness can make people more susceptible to becoming a violent extremist.”

“Use grass root community or voluntary organisations to engage with communities, put more resource and give community cohesion the importance it deserves. Put it back on the agenda for housing providers and other service deliverers”

“Support the capacity building of local community groups to become local assets”

Case Study C

The positive influence of peer mentors: Saeed’s story

Saeed is a 15 year old boy who was referred to Prevent after making some concerning remarks at school, including telling other pupils that he had a bomb in his bag, his brother was a soldier fighting in Syria and that he intended to join his brother when he turned 16 to fight against ISIS. Saeed had also made a number of concerning posts online where he called other people “terrorists” and “jihads”.

Terry, a Prevent Officer, met Saeed at his home where he lived with his severely disabled mum, dad and younger sister. Saeed’s dad told Terry that Saeed’s brother was killed in a hit and run incident 12 months previously and the case was currently awaiting trial; Saeed’s father felt that this was a trigger for his son’s decline in behaviour. Saeed explained that he had struggled with the loss of his older brother and the caring responsibilities he had for both his mother and younger sisters, as his father worked long hours to support the family.

Saeed had an interest in Middle Eastern affairs, as his family had fled Syria when Saeed was a young child. However, whenever he had tried to discuss the conflict at school he described a “fear” that came over his teachers’ faces and the conversation was quickly closed down. As a result he had taken to researching the conflict on the internet and discussing his opinions in online chat rooms. Saeed explained that the “terrorist” and “jihad” references were made in “banter” and it was what other people in the chat room did.

As part of the intervention, the family’s social care needs were highlighted and passed to the relevant agencies for support. At school Saeed was introduced to Jamal, a boy in the school’s sixth form who was a refugee from Syria. Jamal introduced Saeed to an Imam at a local mosque who, himself, had fled the Syrian war; this gave Saeed the opportunity to

discuss the conflict and have open conversations about the topic without the fear of reprisals. Jamal is a keen footballer, Saeed now plays for the school team and he and Jamal have been to see Manchester City on a number of occasions through funding provided by the mosque.

Saeed states that he had no intention of going to Syria and that he thinks what is going on there is awful. He only said that he had a bomb and wanted to fight in Syria to get a reaction from people at school. He acknowledges that it was not the right thing to do and understands why it concerned his teachers.

Saeed is now more settled at school, he still spends a lot of time at home helping with his family, but the introduction of social care for his mum has freed up time for leisure activities, such as spending time with Jamal, and at the mosque or playing football. In response to Jamal's impact on his life Saeed says:

"Before I met Jamal I never really felt like people understood what was going on for me – kids at school all have nice homes and happy families, they can go out when they want and talk about what they want, but it felt like if I spoke about my views on Syria I got judged. But no one judges them for saying Donald Trump is an idiot or dangerous. Jamal and my friends at the mosque have helped me be less frightened about what's going on in Syria. I feel guilty sometimes about leaving mum and my sisters but it's great playing football again and I'd never been to a proper match before I met Jamal!"

Saeed's case was closed at the last Channel Panel.

Learning:

- People presenting with difficult behaviours may have underlying support needs, including experiencing difficulties at home. Vulnerability to radicalisation should always be considered as part of a holistic view of the person's needs.
- Meaningful relationships are really important to help build trust to have difficult conversations. Mentors are an effective way to do this.
- Engaging in community activities is an effective way to support vulnerable people.

8.4 *A community led response to challenging unacceptable behaviours* – 57% of respondents to the online survey said they would feel comfortable challenging someone who was saying or doing something hateful. This is a similar proportion to another recent survey of the general public conducted by the Greater Manchester Combined Authority ahead of 2018's Hate Crime Awareness Week (Greater Manchester Combined Authority, 2018d). When asked what they would do if they saw someone being harassed/abused/attacked because of who they are, over half said they would report it to the police (58%), and a further 15% said they would tell someone else. A quarter said they would intervene, and 11% said they would wait until it was over and then speak to the victim rather than confront the perpetrator. However, nearly 1 in 5 people (18%) said they did not know what they would do. When asked what they would feel comfortable doing to help or provide support. Less than 10% of people questioned said they would do nothing. The most common response was to comfort the victim, and

examples were given such as “make sure they are ok”, “buy them a coffee”, “wait with them”.

- 8.5 In the Commission’s survey, some people reported feeling concerned or uncomfortable about intervening for their own safety and there was a strong feeling that comments that were perceived to be ‘casually racist’ or more subtle promotion of right wing agendas largely went unchallenged. People also felt that it had become acceptable to ridicule and make inappropriate jokes about the Christian faith, which would not be acceptable if they were made about other religions.

“[I] wouldn’t know who to talk to if the behaviour / opinions were very subtle, this would be particularly difficult if you are friends with the person. I’d be concerned that I wouldn’t be listened to.”

“I wouldn’t be comfortable, would be very scared and worried but would try and make sure the person is okay.”

“I’ve asked people to be quiet when making racist statements and been told ‘it’s an opinion’ and that I’m ‘earwigging on a private conversation’.”

“People say things about Christianity and Christians that they would never dare say about Islam (and they shouldn’t be disrespectful to Islam either). Every media portrayal is either of a hypocrite, a fundamentalist or a quirky behind the times character. I was at an official council meeting wherein a prejudice statement was made against people of faith and this was left unchallenged - such a statement would never be tolerated, and rightly so, against a person of the LGBT community.”

“Talking to colleagues about Christianity, berated or teased because I attend church.”

- 8.6 *More confidence needed in communities to report hate crime* - 65% of respondents to the Commission’s survey reported being a victim of hateful behaviour. Proportionately, hate crime based on ethnicity was the most frequently reported, with 33% of all respondents saying that they have personally experienced it; of this group 16% said that they experienced hate crime related to their ethnicity on a “frequent” basis. 30% reported experiencing hateful behaviour based on their gender; 11% reported experiencing disability hate crime, which is known to have a particularly low reporting rate. This has been attributed to disabled people not believing the report will be taken seriously or, in the case of those with learning difficulties, sometimes not understanding that an offence has been committed (Hate Crime Research Summary, New Economy, 2015).
- 8.7 To help reduce barriers to reporting (including creating a friendly, victim centred space rather than victims having to report in a police station which can be very formal and unwelcoming) a number of Third Party Hate Crime Reporting Centres have opened across the UK. In September 2016 there were 209 Third Party Hate Crime Reporting Centres in Greater Manchester however, less than half had actually recorded any

crimes (Greater Manchester Combined Authority, 2017). Throughout the Commission's engagement there was little awareness of Third Party Hate Crime Reporting Centres and the roles they have in the reporting of hate crime; only two people stated they would report hate crime to a Third Party Hate Crime Reporting Centre in the Commission's survey. In the face to face engagement workshops, knowledge about the centres was mixed but it was generally felt that advertisement of such centres needed to improve.

- 8.8** *There is a need to improve confidence in the justice system that action will be taken against perpetrators* - To improve outcomes for victims of hate crime, Greater Manchester Police have invested in staff training to help identify hate crime and enhance officer awareness of cultural differences, disability hate crime and trans awareness. Greater Manchester Police continue to work closely with the Crown Prosecution Service and other relevant agencies to ensure high conviction rates for perpetrators of hate crime; currently 87% of prosecutions in the North West for hate crime result in a conviction. Although the conviction rate is high, Greater Manchester Police recognises that there is more work to do to increase the number of hate crimes where the perpetrator is identified and to encourage victims to support prosecutions or other out of court disposals (a full breakdown of outcome information for hate crimes reported to Greater Manchester Police can be found in Appendix D). People told the Commission that communities were not confident that action would be taken against the perpetrators.

"Reporting anything to them [the police] is just a waste of time."

"Very difficult to report now no response [from the police] on phone lines as insufficient staff."

"Sometimes I report them on social media if online. Nothing ever gets done though."

"I reported an assault on my son to the police, nothing happened, no one came to see us. He still sees the boys at school and it's hard for him. Police are so under resourced they can't cope with the demand."

- 8.9** *The need for a multi-agency response to social cohesion:* Whilst there is a lot of excellent work going on across the city-region to promote social cohesion, respondents to the Commission's engagement frequently commented that it felt disjointed between different organisations and often short lived due to limited funding and/or resources. People commented that sometimes it felt that organisations were *"reinventing the wheel"* as ideas, best practice and learning were not always shared. It has been suggested that a 'Centre of Excellence' to coordinate a multi-agency response to social cohesion would be effective.

Suggestion for a Centre of Excellence of Cohesion to be based in Greater Manchester: The Cohesion and Integration Network (COIN)

A New Network for a New Challenge

There is limited capacity and fewer resources to develop, implement and manage interventions on the ground that improve cohesion and promote integration. Both voluntary and statutory agencies have reduced their involvement in this area, due to budgetary pressures and to the pressing demands of anti-extremism work. Many of the previous resources and good practice developed under the community cohesion agenda has not been updated or has been lost altogether, and the people and agencies with the requisite specialist skills are few and far between. In addition, as the tone of incivility has risen, the agenda has become even more difficult and controversial and there is a lack of confidence, as well as competence, in the various professions involved. Investment in this area is urgently needed.

A new Network will be a champion of change, demonstrating that community tensions can be reduced and that a positive programme that encourages integration and cohesion can succeed, even in the most difficult times. Many successful schemes already exist, but are generally small and not well known, rarely scaled up to maximise impact and almost always fail to be replicated. We often 're-invent the wheel' with little learning and expertise passed from one scheme to another.

The Vision for the new Network is:

- To strengthen leadership to drive integration in policy development and service delivery
- To encourage and support impact assessment
- To advocate on behalf of integration and cohesion interventions, supported by credible evidence, tools and good practice techniques and examples.
- To provide a professional network for both individuals and agencies involved in cohesion, integration and intercultural activities, including local government, police, education, other public services and a wide range of agencies in the voluntary and charitable sector
- To facilitate the sharing of ideas and good practice, maintaining a library of resources which are publicly accessible
- To develop of guidance for local integration plans (or other area approach) and other recognised interventions: needs based research; monitoring and evaluation of implementation of all cohesion, integration and intercultural programmes
- To partner with universities to provide accredited courses
- To offer training and development to network members as well as others
- To provide or broker, consultancy and support to those commissioning projects

- To facilitate the commissioning of research contracts
- Create opportunities for joint working and provide a stronger and more united voice

Who is it for?

COIN will need to work with a wide range of agencies and across many different disciplines, in the voluntary, statutory and business sectors, building the skills and competences of all those engaged in this work and creating organisational capability. The Network will provide support and advice to:

- Local government and government departments and agencies
- The education sector: universities, colleges, schools and multi-academy trusts
- The police and criminal justice organisations
- Third sector agencies at local level
- National charities and foundations
- Sports governing bodies and agencies
- Faith and inter-faith organisations
- Academic centres and policy 'think tanks'
- Health, housing and social care organisations
- Youth and community services
- The business sector – e.g. Business In The Community, employer organisations and individual businesses

How it would operate

COIN will be an independent charity run by a small team at head office. Governance and strategic oversight will be provided for by a Board of Trustees from the public and private sector and an Advisory Group. The initial trustees would be Shalni Arora, Ted Cattle and Robin Tuddenham with further appointments under active discussion.

How can we effectively facilitate conversations about hateful extremism at a community level and how can we involve more people in these conversations?

8.10 *Allow honest and open conversations, however challenging* – The lack of engagement in difficult conversations has resulted in people feeling silenced or that their right to freedom of speech is being impeded. People from the Muslim faith may feel under observation, scrutinised and unable to express themselves or discuss their faith for fear of being accused of being a terrorist or not being 'British' enough (Awan, 2012; Kundnani, 2012; Greenwald, 2014; Acik & Pilkington, 2018). Others are sometimes reluctant to express their views, opinions and concerns on topics such as immigration and Brexit for fear of being labelled a bigot or racist (Pilkington, 2016). Both of these experiences and feelings were a recurrent theme throughout the Commission's engagement.

"We are conservative practising Muslims and we do not feel safe in the UK."

"It feels like you can't be British and a Muslim, or liberal and a Muslim, or want equality for women and a Muslim. If I express an opinion about terrorism or war I can see people looking at me – but someone white could make the same point and it is completely valid. It is like I have to pretend to be white, but I'll never be accepted as white. It's three generations since someone from my family was born somewhere other than England. I was born in Manchester and have lived here all of my life – when will I be a Mancunian or English or British?!"

"You can't have these conversations if you keep classing people who raise concerns as bigots or racists"

"Start to listen to the concerns of the people and stop labelling them as racist just because they don't hold your views. You are no longer allowed to speak your mind in this country."

"I really don't think that people feel safe anymore to talk about these things. The younger members of my family don't want Brexit but are of an age where they could have voted but didn't bother. If you raise valid concerns, there is a risk of being branded racist. It's not meant as that, just a genuine concern about limited resources that cannot stretch as far as they are being stretched. Conversations should be encouraged between different ethnic groups but people are worried about the PC brigade. One example would be that I worked with an Asian Christian. We worked shifts but because she was Christian she got every Sunday off to go to church. I go to church, I've gone all of my life and used to have to fit it around my shift patterns. I asked but I was not allowed to take every Sunday off to attend church. It's not rocket science, fair should be fair both ways. Little things like that cause underlying tensions."

Case Study D

Carl's story – a need to find a way for people to discuss their concerns

Carl is a 15 year old boy, his father left the family home when Carl was 12, and he has had minimal contact with Carl or his older brother Connor since. Carl was on the brink of exclusion from school, as his behaviour has been deteriorating over the past two years. He was rude to teachers, disruptive in class, called Asian boys in his class racist names and draws swastika symbols on his school books. Carl was referred into Prevent after he attacked another pupil by tying a belt around his throat.

On visiting the family home, the Prevent Officer quickly realised that there was lack of supervision by mum due to her working long hours to support Carl and his brother. Carl told the officer that he knew his brother was taking drugs because he had seen him doing them and could smell it in the house. Carl explained that since his dad left, his brother had bullied him badly so he started to draw pictures of him being shot, killed and blown up, stating *"that's how you get rid of people who bully you"*. Carl explained that he did not want to take drugs like his brother and how he often wished that the police would come and take Connor away so Carl wouldn't have to live with him anymore.

Carl explained that the boys at school made fun of him and called him a terrorist, saying that they'd sent him messages over social media telling to *"do the world a favour and kill yourself"*. The boy who he assaulted with his belt had made derogatory remarks about white women which Carl had taken offence to.

Carl had a keen interest in history, particularly in World War II. He would often draw pictures of scenes from the War that he had read about online. He had read a conspiracy theory online that Osama bin Laden was working for the Nazis and that Muslim people wanted to restart the War. Carl told the Prevent Officer that he liked being alone in his room to *"shut the world out"*. Carl would spend most of his free time in his room, playing war games, talking to people about the war online or watching the international news about ongoing conflicts.

Safeguarding concerns were raised with Carl's mum, particularly in relation to Connor doing drugs in the house, the amount of time Carl was alone at home and his seemingly unregulated access to the Internet; a referral to Children's Social Services was made. Concerns were also raised to Carl's school about the bullying and inappropriate comments that Carl alleged had been made. Carl's school introduced him to a History teacher who had a specialist interest in World War II. She showed Carl how to find real life information about people's experiences in the War and reliable sources of information online about current affairs. As Carl seemed to make a positive connection with the History teacher, she was made his form tutor. Following this, his behaviour at school is reported to have markedly improved.

Carl was introduced to a local youth worker and encouraged to attend a local youth centre, which he did. He did not know any of the other young people at the club, which he said that he preferred. Carl told the Prevent Officer that people always speak to him there, which he likes because usually people ignore him because they think he is weird. Carl said that the

youth workers allow him to talk about the conflicts abroad, and sometimes he talks about drawing swastikas on his school books and who bin Laden really was. Youth workers spent time working with Carl to teach him how to effectively manage negative emotions and discuss the concerns he is having.

Both the Social Services and Channel cases on Carl have since been closed. He is still attending the youth centre regularly and his school grades have improved; he is predicted an A in his History GCSE. Connor has since moved out of the family home.

Learning:

- Poor behaviour at school can be an early indicator that things are not ok at home.
- Wider safeguarding concerns must be considered in all Prevent referrals.
- Schools should encourage young people to think critically about what they are reading and if it is factual or not. There should be continual education about teaching young people how to keep themselves safe online.
- The importance of youth work in discussing difficult topics cannot be underestimated. Nor can the positive impact that teachers can have on a young person's life.

8.11 *Need to create “safe spaces” for conversations, but recognition that this is difficult to do in practice* – Whilst many people thought having conversations about community grievances and concerns was a positive thing, it was also widely recognised that it is really difficult to do effectively – but that does not mean it should not be done. The main concerns raised were about only speaking to people who were bought into the agenda of community cohesion, the balance between confidentiality and safeguarding, as well as the possibility of inadvertently providing a platform for people with extremist views to network rather than engage in a constructive debate. Given the concerns that were consistently raised in the Commission's engagement, as well as in the literature, about people feeling that they are not able to voice their opinions or concerns, it is vital that a way to have these conversations is found. There were many suggestions provided throughout the Commission's engagement about how they could be effectively delivered, however all presented challenges. The most common suggestions are outlined below:

- Online discussions – however there was an acknowledgement that this is difficult to moderate and manage
- Difficult dialogues – some merit in this but unlikely to reach the communities where the conversations are most needed
- More work needed into how to effectively engage communities, there are voices that are never heard
- Consistent and meaningful PSHE lessons in schools that discuss hateful behaviour and extremism
- Question and answer sessions with people involved in tackling extremism and promoting social cohesion e.g. religious leaders, counter terrorism police, Mayor of Greater Manchester
- A constructive space for people to air grievances without feeling judged and engage in conversation about their concerns

Case Study E

Holding Difficult Dialogues - #WeStandTogether are starting the conversations –

#WeStandTogether

To celebrate our difference
Against hatred and intolerance
To build a safer and stronger UK

#WeStandTogether Difficult Dialogues

Political Correctness: Under and Over Sensitivity: A chance to address a major issue affecting our lives

Topics discussed:

- Does a right to offend conflict with a right to feel safe?
- When does freedom of speech become incitement of hatred?
- Can inclusion mean excluding those with extreme views?

8.12 These findings echo the research by Rethinking Radicalisation in 2015 (Simcock & Morrow, 2015). The fact that this has been highlighted but no concrete solution has been found illustrates the complexity of the problem and the need for this to be an ongoing conversation that gradually brings in more people as it evolves.

“At what point does a safe space not be confidential? How do you build trust? People who have entrenched views, they wouldn’t necessarily go because they believe their views are right and they don’t want to be challenged. Could also have an opposite effect, bringing people with extremist views together”

What would be an appropriate means of working with children and young people as part of such an approach?

8.13 *Wider awareness needed for the impact that adverse childhood experiences can have on young people’s vulnerabilities* – Adverse childhood experiences are significant negative events (such as the death of a parent, abuse and/or neglect or parental mental ill health) that happen to a person before the age of 16 that can increase their risk of having negative experiences in their adult life (Felitti, et al., 1998). People who have experienced four or more such adverse childhood experiences are at significantly increased risk of chronic disease (such as cancer, heart disease and diabetes) as well as mental illness and health

risk behaviours (such as substance misuse) (see Boullier & Blair, 2018 for a recent review). Early identification of such experiences has the potential to greatly improve the health and well-being of children (Oh, et al., 2018). However, such experiences are not always considered when working with vulnerable people (Ward, et al., 2014; Vega-Arce & Nunez-Ulloa, 2017). Whilst there is little empirical evidence directly focused on the impact of adverse childhood experiences on radicalisation, Semi et al. (2016) found that these negative experiences in childhood were a strong precursor to joining white supremacy groups (although this study is based on a small sample size ($N=44$) and self-report measures). There is, however, strong evidence that adverse childhood experiences are related to mental vulnerability (Boullier & Blair, 2018) and engagement in criminal activity (Craig, et al., 2017; Reavis, et al., 2013) as well as being victimised (Aakvaag, et al., 2016; Whitfield, et al., 2003). They, therefore, should be taken into consideration when working with both young people and adults presenting with complex needs, including risk of radicalisation.

- 8.14** *Holistic family approach to safeguarding is needed* – Research has consistently illustrated the benefits of a whole family approach to intervention for safeguarding concerns (Social Care Institute for Excellence, 2011). The literature suggests that family members may be the most influential people when it comes to safeguarding young people from radicalisation (Thomas, et al., 2017). Additionally, there may be wider safeguarding concerns and support needs within the family. For example, of the families that have been identified by the Greater Manchester Troubled Families Programme (an early intervention programme targeted at families with multiple and complex needs), 82% identified children within the family that needed help and/or support, as well as 42% of families having concerns around domestic violence and abuse. Furthermore, learning from the Channel Peer Reviews also highlights undiagnosed mental health and learning difficulties, as well as wider safeguarding concerns as key contributors to many of the cases referred to Channel across Greater Manchester. It is imperative that safeguarding against radicalisation is not addressed in isolation, but considered as a part of a holistic approach.

Case Study F

The benefits of a whole family approach

Ahmed is a 13 year old boy who was referred to Prevent after making concerning remarks at school about supporting the motives of the Manchester Arena attacker. Ahmed lives with his mum, dad and younger sister.

When the Prevent Officer first rang Ahmed's mum to discuss the case, she insisted that it would be better for the officer to speak to Ahmed's father when he was home from work; this was a consistent theme throughout contact with the family. When the officer visited the family home, it was on a nice estate of well-presented houses, however Ahmed's house stood out as being dishevelled. Upon knocking on the door, Ahmed's mother took a lot of persuading to let in, for fear that the officer was a debt collector – even when the officer showed her his police warrant card.

Ahmed's mum explained that her husband worked away a lot and that she was struggling to control Ahmed's behaviour. Mum told the officer that Ahmed had, in the past, threatened to kill her and to kill his little sister. She explained that she had tried to access mental health services for Ahmed for a number of years but he had never met the threshold of services. The family had also been referred to Social Services twice following concerns from neighbours, both times the case had been closed following the first visit.

Ahmed's father joined the meeting half way through and minimised Ahmed's behaviour both in and out of school. Ahmed frequently swore and disregarded his mother and her opinions during the meeting. When alone with the Prevent Officer Ahmed admitted that whilst he had never seen his father hit his mother he shouted at her a lot for not cooking the tea correctly or not cleaning the house thoroughly. Ahmed said that she was always crying.

Ahmed was not felt to hold any radicalised views but had said the comments about the Arena attack to get a reaction from his teacher who he did not get on with. Mental health concerns were raised by the officer and discussed at the multi-agency Channel Panel; it was decided that a mental health assessment was required and that the collective risk that Ahmed posed should outweigh individual assessments. There were also concerns around domestic abuse towards Ahmed's mum both from Ahmed and his father. The family were referred into Greater Manchester's STRIVE programme, an early intervention that works with the family to identify needs and raise awareness of how abusive behaviours can affect family members.

STRIVE identified low self-confidence and mild depression in mum; she was referred to a local community group for support. Dad was offered a behaviour change programme, which he accepted. The family were also referred to Citizen's Advice Bureau for help with debt and financial advice. Ahmed is no longer under the care of Channel, he is currently going through an assessment for Autistic Spectrum Disorder.

Learning:

- Wider safeguarding needs were again identified with Ahmed's family.
- There is a need for services to consider previous risk assessments when working with vulnerable people and consider the collective risk that the person poses to either themselves or others, rather than just looking at one service in isolation.
- The Channel process enabled multiple referrals to be made and allowed the family to access services that previously they were not engaged with. This allowed the family to get the support that they needed.

8.15 *Services should be co-designed with young people* – There is a strong evidence base for the need for services that are co-designed with the people that will be using them (Bovaird, 2007) and this is no exception for young people. Both young people and adults who completed the Commission's engagement agreed that young people engage with different types of material than adults. Social media was seen to be an

effective way to communicate with audiences generally, and this was particularly true for young people. Young people told the Commission that they would be most likely to engage in consultation through social media, however, the mode of social media young people are using changes quickly, so it was important to engage with young people regularly to ensure the correct mode of communication was being used. Young people said that they wanted to watch short video clips of their peers rather than read information and wanted information to be available at unsociable hours. They would also be more likely to engage in debates on social media than in face to face environments.

“Short video clips are a good way to communicate to people – something that is humanistic and shows feelings, case studies, people’s stories to bring it to life”

“Young people enjoy getting involved in topics via social media, talks on these topics at schools and colleges where there a large majority of these young people present, expressing themselves via music, rap and art.”

“It all about debate and dialogue. Young people have less opportunity to share their views in a non-threatening environment, among people who can challenge in a non-threatening way. Non formal education is key; often the most vulnerable have been isolated, not attending mainstream education. Young people seek to belong, somewhere to be heard, a place to share opinions. A place to learn in a non-formal setting, often homes are places where intolerant views are reinforced.”

Case Study G

Odd Arts: Challenging radicalisation through drama

Odd Arts deliver creative programmes with vulnerable and hard-to-reach groups within the criminal justice sector, communities and educational sector and developed strong and long-lasting partnerships with a number of prisons, youth sector organisations, youth offending teams, health services and policing teams. All Odd Arts projects use applied theatre and creative arts to address and explore contentious and challenging issues.

Odd Arts was commission by RADEQUAL and then again by Manchester City Council (via Home Office funding) to deliver workshops to students in Manchester. The workshops aimed to explore and address contentious and challenging issues related to the topics to help young people find a confident voice to talk about issues related to extremism, think critically and understand how negative groups can exploit and influence young people. Within the funding, more than 2770 students and 62 staff engaged with the workshops. The workshop used a piece of theatre that highlights a number of issues related to ‘radicalisation’ including warning signs, triggers, vulnerabilities, safeguarding, communication and relationships. This was achieved through three characters based in a college setting (one white male inspired by far right groups, one mixed race male inspired by Islamic extremists, and one Muslim female of

Arab descent who is victim of Islamophobia). The performance sees the characters' relationships breakdown and all becoming increasingly isolated, vulnerable and at risk of harming themselves or others.

Key findings from the workshops:

- Young people who voiced racist or Islamophobic attitudes did not understand many of the issues they talked about but were open to discussing and learning: Some young people spoke about 'Talibans' or 'Asians' taking over. A small number of young people blamed Islam and Muslim people for all terrorism and for issues around unemployment and immigration. However, they were able to safely explore these issues and young people were open to being challenged and reconsidering some of their views.
- Many Muslim young people felt listened to and an increased sense of belonging and confidence: Young people in general (in particular Muslim young people) were aware of wider negative attitudes towards Islam. In discussing, acknowledging and validating many of their experiences they felt listened to, their concerns validated and empowered.
- Young people who held more radical views were able to relate to the characters and use this to consider some of the attitudes they recognised or held: Many young people were able to relate directly to the characters and scenarios depicted in the performance saying it was like their own lives and attitudes. This authenticity gave us a platform to hold some very meaningful discussions and using the characters we were able to challenge them in a less threatening way.
- Where schools had delivered previous Personal, Social and Health Education lessons related to radicalisation the student response was much richer: Students grasped the wider subject already and therefore were able to analyse and reflect on some of the more complex issues around the characters and performance. In schools where little or no work had been done students found it more difficult, one teacher noted, *"I wasn't sure if the students understood what radicalisation meant"*.
- The workshop raised a number of safeguarding issues that were discussed with staff and interventions followed: On three occasions we discussed the potential of Channel referrals and various interventions for more serious / harmful disclosures or attitudes. These serious cases were a mix of Islamic and far right inspired. There were also hate crime incidents which were followed up by staff after disclosures by young people in the session. One teacher noted: *"A lot of hate crime needs addressing"*. On one occasion a young person wrote on their evaluation form *"I think I am being radicalised"*. Any safeguarding concerns were followed up.
- A significant number of Muslim participants had 'preconceived' arguments or responses to counter Islamophobia hate speech. These were interpreted as a coping mechanism for abuse that prevented them from dealing with the negative impact it had on them: On a number of occasions when working with Muslim participants it was observed that the students had a standardised response to any Islamophobia related

abuse they encountered. For example, one participant said without even thinking about what was being done and said to her: *"Rise above it you'll have your place in heaven."* She was not actually reacting to the abuse encountered at that time or addressing its impact on her, just responding automatically with her defence. Religion was sometimes used to help people deal with the abuse but also meant that they were not challenging it. The workshop enabled young people to connect with their morals in practice rather than just saying something rehearsed.

- For young people with special educational needs, a simplified version of the workshop, including an introductory session and then broken down into smaller 'sections was more effective: Young people in a Pupil Referral Unit were unable to connect with the performance initially as were taken aback and amused by some of the derogatory language, without understanding its context and reason for being included. Following this we devised a 3 part workshop breaking down the usually 1.5 hour workshop into workshops that would help them understand the themes more before being shown the performance. The result of this gave much greater understanding and engagement and improved behaviour from participants.

Overall the workshop was a very effective model for promoting safe but meaningful conversations around the difficult subjects relating to radicalisation, racism, Islamophobia, immigration and politics. Overwhelmingly staff and students felt being able to debate this and have guidance and a formula to do this was as real benefit and helped promote shared values.

In an independent evaluation, UCLAN praised the Odd Arts forum theatre approach used for this project because it *"enabled participants' voices to be heard through theatre increasing their ability to communicate....to share and reflect upon apparently intractable issues that might otherwise have remained unexpressed [and] awareness of imaginative approaches to life and problem-solving"*.

- 8.16** *Need for non-authoritarian alternatives to discussing and reporting concerns* – Young people across Greater Manchester told the Commission that they would be uncomfortable reporting concerns to their teachers or parents as they would not want to worry them or did not think that the person would know what to do with the information. There were also concerns raised that the police would not do anything or they would not be taken seriously. Young people were also worried about how reporting something might negatively affect their friendships and what the repercussions might be.

"The police wouldn't do anything. There is nowhere in school I could go to speak to someone if I was worried about something, I don't know what my teachers would do if I told them someone was being racist or whatever – I think they'd panic."

"I don't have any faith in the police – they've never done anything to help me."

“Sometimes when I am worried about something I talk to my pet about it, that way it’s out of my head but you haven’t told anybody. I wouldn’t talk to a teacher or my family about something like this [concerns about radicalisation].”

- 8.17** Where young people were already engaged in youth work or community activities, they were far more likely to say that they would be comfortable speaking to these people rather than a teacher, family member or the police.

“I’ve spoken to Lisa [mentor] about things in the past that have worried me and she’s always given good advice so I’d probably speak to her.”

“I’d speak to my football coach.”

From a youth worker: “Sometimes people struggle to know how to speak to kids, they forget they’re just people. They see a kid acting out and say that they need a good slap instead of thinking that there is something behind the behaviour, people don’t take the time to ask what’s wrong or even notice that something is wrong and the young person might want or need to talk to someone – we need to listen to our young people more.”

- 8.18** *Youth workers, mentors (including peer mentors) and relatable role models required to inspire and engage young people* – A strong message throughout the engagement was a perceived lack of relatable role models at a grass roots level that could inspire young people.

“One of the main issues is youth isolation, youth loneliness – need to look at ways of how we can address this. Young people play games, may be too deep – not much can be done. Who is there to inspire them? Can we offer opportunities that get people out of the house and doing something positive? Are there employment opportunities e.g. apprenticeships. Cadets or other similar schemes – inspire people to want to improve their local area rather than fight authority. Make friends, learn life skills. Scouts, youth IAG¹, fire service – we need more of this.”

“[Young people need] someone trusted they can speak to openly and honestly, i.e. adults with similar background (mentors). They [mentors] have a huge role to play in countering rhetoric.”

“I work in a college and the work that the student mentor and youth teams do is exemplary at inspiring young people, especially those who are disillusioned or disengaged.”

¹ Independent Advisory Group – a group of independent members of the public that work with the police to help to build insight into the needs, wants and assets of the community, particularly those members of the community who are under-represented in the police’s decision making processes (College of Policing, 2015)

8.19 *Identified difficulties in engaging children and young people who are educated at home*

—Parents can elect to home school their children at any point up to the end of compulsory school age, without the need to teach to a curriculum and no requirement on Local Authorities to ensure that the level of education is adequate (Foster, 2018). It is estimated that in 2017, around 45,500 children were home educated in England, a 21% increase to figures reported 18 months earlier (Parliament, 2018). Safeguarding concerns for children schooled from home have been raised in both the Casey Report (Casey, 2016) and the Wood Report (Wood, 2016), both calling on the Government to improve identification and regulation of children who are educated from home. The Government's Integrated Communities Strategy Green Paper (HM Government, 2018) also raises the difficulty of home schooled children. They suggest that *"the government's non-statutory guidance will be revised so that it explains more clearly to both local authorities and parents what their respective rights and obligations are, including making it easier for local authorities to tackle poor elective home education more effectively and with more confidence."*

- 8.20** If a child is removed from school because of poor behaviour or bullying, they may be at an increased risk of exploitation of all kinds, as they are socially isolated, may have low self-esteem and have more time to explore the Internet etc. There is also an increased chance that any interaction with potential online "groomers" might be picked up by those with parental responsibility, which presents a significant risk to the safeguarding of young people not just in terms of vulnerability to radicalisation, but across a range of issues such as child sexual exploitation or drugs offences. These concerns were frequently articulated by respondents to the Commission's engagement:

"There is a risk to children who are schooled from home, who is looking after them? Who is supporting the parents? There is no regulation over their education and there is a risk that they can get lost in the system and be exploited."

"With home schooled kids there is always a concern with safeguarding, because there is no one responsible for safeguarding."

"We have a culture of schools handing badly behaved kids back to the parents because they cannot cope, but the parents can't cope either – who is supporting these families? Schools need to do more to keep vulnerable young people in main stream education".

What has been learned from the Rethinking Radicalisation and RADEQUAL (in Manchester) programmes and other innovative approaches in the metropolitan districts of Greater Manchester about engaging the community about building communities' capacity to counter-extremism and safeguard young people? How might this work be built on in the future?

8.21 As a proactive response to concerns around the Prevent strategy and increasing community tensions across the city, Manchester City Council and Greater Manchester Police started a dialogue to encourage people to discuss their thoughts and work collectively as a network of individuals and organisations to address the threat of terrorism (Simcock & Morrow, 2015). Manchester's RADEQUAL campaign was launched in September 2016 as a response to the learning from Rethinking Radicalisation with three key aims:

- Challenge - hate, prejudice and extremism
- Connect - connecting communities, groups and organisations to build resilience
- Champion - championing Manchester's radical reputation for campaigning for equality and inclusion and welcoming difference

8.22 RADEQUAL provides opportunities for people to come together and discuss challenging issues that divide communities, but also provide grants of up to £2000 for community activities to help embed the principals of RADEQUAL at a community level.

8.23 Rethinking Radicalisation and RADEQUAL are currently being independently evaluated with results of the evaluation due Autumn 2018.

8.24 *Learning from Rethinking Radicalisation and RADEQUAL:*

- There is a need to build trust in communities and this needs time and consistency – it needs to be a long term solution, not a quick fix – the RADEQUAL network has developed over the past two years and continues to evolve. It has taken time to build trust within communities that have enabled a growing number of people to engage in the debate, but there is a recognition that there is still a long way to go, however the network has made an excellent start. Whilst the organisation and facilitation of RADEQUAL is currently completed by Manchester City Council, the aim is to be community led, supported by the council. Engagement in the network has grown significantly over time and continues to grow engaging more people in the conversations about how to challenge hate and prejudice, and champion equality and inclusion.
- People do want to talk about difficult topics, but they need a mechanism to do so – when people have been given the opportunity to talk about contentious topics, they have engaged. It is recognised that this has been difficult at times, but thanks to the skill, commitment and passion of the RADEQUAL team at Manchester City Council, these conversations have been effectively facilitated.

- The lack of resources to support initiatives to have difficult conversations is frustrating – through the Commission’s engagement both directly through RADEQUAL and more generally, there was voiced frustration at the lack of resources available to support the difficult dialogues that many recognised were needed. Community grants that were available were often small in amount and for one-off projects, meaning that they were not sustainable as a long term solution to community cohesion. People identified that this meant that events held were frequently attended by people already committed to improving social cohesion, but the groups did not have the resources to run for long enough to be able to involve more people into the debate.

“Lack of consistent funding is an issue, it always feels like you are granting bids for small pots of money but nothing is ever sustained – where is the infrastructure to support this work?”

“You end up with the same old faces and hearing the same voices – no one else gets a chance to develop the trust needed to say ‘hey I’m concerned about immigration’ because the service is there one minute then gone the next. Where is the consistency? Where is the commitment?”

“RADEQUAL is a great idea, but it needs to evolve now, we need to get into communities and speak to the people of Manchester, let’s stop pretending we are doing something and actually do something!”

- 8.25** More work is needed to speak directly to communities - There was a feeling that public consultation, including the consultation for the Commission, failed to reach grass root communities. Engagement was usually with “representatives of the community” who were often self-appointed, had their own agenda and do not necessarily represent the views of the community. There was a strong feeling that more needed to be done to engage directly with people living, working and socialising across Greater Manchester.

“Talk to the community rather than other officials who have little to no experience of living in the community they represent.”

“Stop treating self-appointed ‘community leaders’ as the voice or representative of a community, and allow people within them to speak for themselves.”

“If you are truly speaking to a representative of that community, why are you only hearing their voice and no one else’s? If they truly are gatekeepers, why can’t they give you direct access to the communities?”

Case Study H

Example of community projects funded by RADEQUAL

Greater Manchester Chamber of Commerce – Prevent Campaign

To support the delivery of the RADEQUAL principals, the Greater Manchester Chamber of Commerce developed a campaign driven by social media to raise the awareness of extremism and radicalisation to the Greater Manchester business community. This included input from an expert speaker on the issues of extremism and radicalisation to 80 business leaders at a Manchester Action for Business conference, focusing on understanding the threat of radicalisation and extremism and how to build resilience.

The campaign also included key messages, advice and learning being published to 30,000 businesses from across Greater Manchester. The Greater Manchester Chamber of Commerce also, through its own website and social media platforms, promoted the RADEQUAL Campaign and collated a series of five case studies aimed at promoting and celebrating Manchester as a multi-cultural community.

Neesa Women's Group

In response to the growing concerns around online radicalisation, Neesa Well Women Drop in Project in Cheetham, Manchester delivered a programme of online safety sessions for parents with a focus on keeping children safe against online radicalisation and grooming. The programme started with awareness building for the participants on what information young people can access online from social networking and then how to set up parental controls. The sessions then progressed to developing participants understanding of radicalisation and extremism and understanding the mechanisms used by online perpetrators to groom young people and others who might be vulnerable.

The six week online safety programme was delivered in partnership with the Wai Yin Society and saw 22 learners enrol and complete the course. Participants took part in a wider community celebration event where their achievements were recognised and they were presented with certificates.

Loreto Sixth Form College - THINK

Loreto Sixth Form College worked in partnership with The Tim Parry Jonathan Ball Foundation for Peace to deliver the THINK Programme to 25 young people aged between 16-19 years building on their critical thinking and leadership skills.

The young people attended a series of THINK workshops and produced 'talking heads' videos focusing on their knowledge and experience of hate, prejudice and extremism before and after attending the programme. They also produced a student centred film resource focusing on these three themes which was showcased at an evening for Loreto students and parents.

The films produced by the young people were built into a package of supporting resources for teachers, including lesson plans and activities focusing on building resilience to hate, prejudice and extremism. These packs were then supplied by the college to post 16 colleges and high schools across Manchester. A copy of the packs are available on request to the college.

Conclusion

- 8.26** People across Greater Manchester want to have conversations about things that concern them and they want their concerns to be listened to and understood, however, there is a strong feeling that this is not currently happening. In many cases people feel that the opposite is happening and they are being silenced and their views repressed. The Commission recognises that it is going to be difficult to have these conversations, and there will be no perfect methodology, however, that does not mean that they should not happen. The Commission really welcomes efforts made by both #WeStandTogether and RADEQUAL to start holding these difficult conversations and inviting people to engage with the conversation. This provides a good base to build future work on.

Recommendations

1. The Mayor of Greater Manchester, Andy Burnham, should hold an annual summit where key leaders, stakeholders and communities can come together to both challenge and have an open debate about issues that affect cohesion. This will be open to professionals, community organisations and individuals to enable an open dialogue in relation to safeguarding and Prevent, promote best practice and address community concerns. The event could also be used to disseminate key messages in relation to the work that is being undertaken within Greater Manchester.
2. A set of Greater Manchester Community Engagement Principles to be developed and adopted by all public sector organisations, which builds on the Greater Manchester Combined Authority Voluntary, Community and Social Enterprise Accord.
3. Greater Manchester public sector organisations must critically review their approach to community engagement, and identify opportunities for ongoing engagement where meaningful relationships can be developed, as well as ensuring specific engagement exercises and consultations reach deep into communities and beyond those who regularly speak on behalf of communities.
4. A mentor network would benefit Greater Manchester. All public services, including the Greater Manchester Combined Authority, should consider how they can support employees to pursue mentoring opportunities that have benefits for vulnerable people across the city-region. This should not be exclusive to radicalisation.
5. Greater Manchester need to develop opportunities for both peer and intergenerational mentoring. This will provide opportunities for a wide range of ages and backgrounds

to interact, exchange ideas, skills and knowledge, reducing social isolation and making meaningful and mutually beneficial relationships.

6. Greater Manchester Combined Authority should oversee work with Greater Manchester businesses to raise the positive profile of the Apprenticeship Levy and encouraging businesses to use the Levy. This work will include promoting the positive impact this could have on the well-being of young people in Greater Manchester. This should include consideration of engaging with educational establishments in more deprived areas and working with groups who traditionally experience barriers into employment.
7. Following the announcement by Government to support a Cohesion and Integration Network (COIN), it is recommended that Greater Manchester bid to host this.
8. COIN should engage with Further and Higher Education establishments to influence and inform relevant courses, including but not limited to nursing, social work, teaching, and medical programmes so that sufficient coverage of both complex safeguarding, mental health and Prevent issues are covered.
9. COIN should support organisations to increase their capacity and capability so that they can effectively support vulnerable people who may be at risk of being groomed into all forms of exploitation. This will raise awareness of the related safeguarding concerns in relation to radicalisation and help to develop an understanding to enable organisations to have difficult conversations.
10. Should Greater Manchester not be successful in the bid to host COIN, the Greater Manchester Combined Authority must investigate how the development of this Network can be influenced to ensure that the recommendations made in this report are considered.
11. All public bodies with discretionary funding, including the Greater Manchester Combined Authority and investment from the Integrated Communities Investment Fund, should commit to prioritising investment in community engagement activity based on the principles outlined in this report.
12. Greater Manchester Combined Authority should complete a piece of research to develop a business case to highlight the resource implications and practicalities of launching and sustaining a Greater Manchester informal phone line that people can ring for anonymous advice.

9. Would a Greater Manchester Charter be an effective way to promote social cohesion?

Key Lines of Enquiry:

- Feedback from some communities across Greater Manchester has suggested that a Greater Manchester Charter would be an effective way to promote social cohesion and publicise the messages and outcomes of the Commission. If communities, partners and businesses think a Charter would be useful, what could this look like?
- How could we encourage individuals, communities and businesses to be involved in both the development of a Charter and in its governance/oversight?

9.1 Previous discussions about “Manchester Values” by the Rethinking Radicalisation network were mainly met with criticism of how “*Mancunianism*” could be defined, that it would have very little policy implications and would be something that could be divisive (Simcock & Morrow, 2015). Similar responses were gathered through the Commission’s engagement work. Most respondents told the Commission that a set of standards or principals in the form of a charter would have very little impact and would be divisive. There was a strong feeling that there are much better ways to promote social cohesion than to develop a policy document.

“Doing such a thing will only reinforce the attitudes of those who use hateful speech that they somehow live in an illiberal society and that their rights to a freedom of speech is being infringed. The only people who would follow such principles are the ones that already live by them.”

“Firstly I’m concerned about what acceptable attitudes means. Behaviour is easier to gauge. I’m not sure how this would be implemented unless it was through open discussions in workplaces and information in schools. It’s not something that could be legislated because they result from prejudices and biases that are held by people. Sometimes I worry that what are considered British values are actually just human values and there is no section of society that would disagree with them in principle but sometimes the reality is that we consider some more worthy of acceptance than others. I think the best way to ensure social cohesion would be to create environments where different groups of people could interact with groups other than those to whom they naturally gravitate. Community centres, local markets, open events, fairs, etc.”

“I think it’s too controlling and patronising as well as falls into micro-managing - it might not be easy to implement. I think it’s better to appeal to everyone’s sense of humanity and common concerns... most haters are so because they don’t know the other. It has been often shown that open days in places of worship or outreach work/ education days elsewhere have helped to break down the barriers.”

“It sounds like a waste of paper to me! Who will read it? Where will it be published? By all means develop some standards but don't expect these to be listened to unless you are extremely clever about how you advertise or market them. The people who would take notice of such standards will probably already practice acceptable behaviours and attitudes, however it's the other 50% of the population you will struggle to reach”

- 9.2** There were also a number of concerns raised about what would be in such a charter. Respondents were concerned that it would attempt to force an identity on them, would be an example of authority imposing rules and expectations, as well as a difficulty to identify and define standards and values which are very different to different people in different contexts. It was felt that any charter had the potential to exclude people and divide communities.

“I think we'd have to be careful not to inadvertently exclude anyone. Keep it simple. Give folk a safe space to talk. Have an environment that promotes care, compassion and kindness and time to talk. Getting to know neighbours.”

“It is down to the individual what is considered right or wrong. People are not willing to look to those who make policy as those who make policy are seen as being corrupt.”

“Cohesion cannot be forced on anyone. All you are doing is adding more legislation to the police state.”

- 9.3** Furthermore, there was no clear place that people consistently identified with to try to establish any kind of place-based identity. 56% of respondents stated they identified with the immediate area where they lived while just 38% stated that they identified with Greater Manchester. 39% identified with their Local Authority and/or Great Britain. 13% of respondents did not identify with any of these places. Analysis was completed on those who stated that they did not identify with any locations provided, the only consistent finding was that this group of people were more likely to not respond to the demographic data than those who did identify with a location; there was no effect of age, ethnicity or gender.

- 9.4** The Government's “British Values” (Department for Education, 2014) were frequently discussed, usually in the context that the premise was right but “British” was difficult to define and not everyone identified as British (e.g. many people stated that they identified as “English” rather than British). In the recent Integrated Communities Strategy Green Paper (HM Government, 2018) reference is again made to British values, with limited explanation as to what they are or who they apply to. However, there was a strong feeling that positive messages about altruism, equality and respect for diversity would be a good, consistent message to spread, as people felt they saw negativity and hate far more frequently than positive messages.

“I don't agree fully with British values, they should be called human values. I agree with what they are but they should include the right to protest and the right to debate.”

“I find it is a sad time for society to have to codify a set of standards and principles. What really needs to change is the influence of the press, or rather the media giving positive messages of tolerance, cohesion etc. and cutting down completely on its sensationalism and otherisation [sic].”

“It might promote cohesion but more regulation has the opportunity to easily backfire. Modelling and highlighting positive examples of cohesion and making these visible may be more effective long term. Really strong examples coming out of Near Neighbours projects, more awareness campaigns such as those events and activities linked to Hate Crime Awareness Weeks also seem effective.”

Conclusion

- 9.5** Following the presentation of these results, the Commission discussed the need to avoid imposing values and identities on people and communities, and that identity is far more meaningful and authentic when it develops naturally, for example the adoption of the Manchester Bee symbol following the Arena attack. When the Manchester Arena attack occurred, the Manchester Bee emerged as the community's mascot, representing the collective heartache and empathy felt by all those affected. This developed organically. There was no overarching communications campaign to dictate that the Bee should be used and it would be almost impossible to replicate this response in any other situation. Individuals in authority should accept that as soon as any attempt is made to capture and formalise this type of naturally occurring response, public interest is lost.
- 9.6** Identity and values are far more complicated than the label they are given; people have multiple things that they identify with e.g. a person can identify as being British whilst also identifying as Caribbean, and identities and values change and develop in different circumstances and over time (Bruner, 1990). There is evidence that giving someone an identity is naturally exclusive and could be damaging to community relationships. The Government's adoption of the notion of British Values has been widely criticised as not everyone identifies as 'British', some people identify as English, or Mancunian, or Gortonian (people from Gorton), some people may not identify with a physical place but with a wider community, such as a religion or gender. Whilst there is evidence to suggest that a shared identity is good for social cohesion (Grossman, et al., 2016), the Commission's engagement work illustrated that no one should have an identity forced on them.
- 9.7** Whilst a charter might not be the most effective way to promote social cohesion, a collective unified response might be a more productive way to engage communities and promote positivity. Throughout the Commission, people spoke about not knowing what was going on in their communities, a lack of positive messages on social media and in the media and sporadic, small scale events that were short term and had little impact.

9.8 We Stand Together is a movement that developed in the aftermath of the terrorist attack on the Charlie Hebdo newspaper offices in Paris in 2015. It aims to celebrate diversity, fight hatred and intolerance, and promote community cohesion. The hashtag #WeStandTogether was widely used after the attack at Manchester Arena, and the Manchester Evening News, in partnership with the Foundation for Peace and Greater Manchester Police, have developed a campaign with the same name. We Stand Together aims to ensure every child in Greater Manchester is given the chance to learn about peace, and how to solve problems without turning to violence, to encourage and celebrate acts of love and kindness and to help fight every kind of crime which is driven by hatred. Now with charitable status, We Stand Together is renowned for confronting difficult issues, and regularly holds 'Difficult Dialogue' events where people can come together in a safe space to discuss challenging subjects, including Brexit and equality conflicts, sexuality, gender and religion.

9.9 In line with recommendations about the role of the VCSE sector in promoting a cohesive society, the Commission recognises the need to collate and promote ideas and activities going on across Greater Manchester and this will be easier to do and have more impact if it is branded under one unified name, such as #WeStandTogether.

Recommendations

1. Greater Manchester should not establish a charter on social cohesion.
2. Community cohesion events, wherever possible, should be promoted under the #WeStandTogether banner.
3. Where safe conversations have happened and been effective, best practice should be shared through the #WeStandTogether campaign.

10. Consider how Prevent operates in Greater Manchester across all agencies

Key Lines of Enquiry

- How do we effectively educate people on the positive safeguarding work that Prevent does and what the remit of the programme is? This includes how it differs from other areas of counter terrorism.
- How can we work with communities to ensure that individuals, their families and the wider community's, experience of Prevent is a positive one, and not one that is perceived as a threat or pursuit?
- How do we reassure communities that it is safe to report or discuss behaviour that they are concerned about?
- How do we feedback to communities what happens to the information that is reported?
- How do we ensure a more consistent and proportionate approach to Channel across Greater Manchester?

Introduction

- 10.1** Prevent is one part of the Government's Counter Terrorism Strategy, CONTEST (Home Office, 2018a), which was updated in June 2018 following the five terrorist attacks in the UK between March and June 2017. The other three areas of the strategy are Pursue, Protect and Prepare. The Government outlines the aim of Prevent as:

"...safeguard[ing] and support[ing] vulnerable people to stop them from becoming terrorists or supporting terrorism...[and] supporting the rehabilitation and disengagement of those already involved in terrorism."
(Home Office, 2018a).

- 10.2** Prevent is distinct from other areas of counter terrorism in that engagement it is entirely voluntary for those who are referred to the programme. Prevent is aimed at safeguarding and early intervention as well as tackling the causes of radicalisation. Prevent has three specific aims (Home Office, 2018a):

- Tackle the causes of radicalisation and respond to the ideological challenge of terrorism
- Safeguard and support those most at risk of radicalisation through early identification, intervention and offering support
- Enabling those who have already engaged in terrorism to disengage and rehabilitate

- 10.3** The strategy is aimed at targeting all forms of terrorism and non-violent extremism, and places a legislative duty on "*specified authorities*" (these include, but not limited to, schools, universities, NHS trusts, prisons and probation services) to have "*due regard to the need to prevent people from being drawn into terrorism*" (HM Government,

2015c). Whilst there is a legislative duty for some agencies, anyone with safeguarding concerns about an individual can raise their concerns with their local authority safeguarding team or police for an assessment.

- 10.4** As part of the Prevent intervention, an individualised, multi-agency, support package known as Channel can be offered to individuals (Home Office, 2018a). Channel cases are discussed at a multi-agency Channel Panel (similar to those held in the safeguarding of children) to consider the person's needs and vulnerability, develop necessary action plans and review progress. Any adult individual who is accepted onto the Channel programme must do so on a voluntary basis. For children, their involvement in Channel would form part of a wider safeguarding plan.
- 10.5** Currently, the responsibility for resources, administration and case management of the Channel programme sits with the police. Operation Dovetail is a pilot that has been undertaken in a number of sites across the country to consider transferring the responsibility from the police into the care of the local authority. This is due to recognition that that safeguarding against radicalisation is more appropriate within a wider safeguarding context than a criminal context. Oldham has been operating as a pilot site for Dovetail Greater Manchester since September 2016. The Home Office has confirmed that the North West, including Greater Manchester, will further pilot full roll out of Dovetail to the Local Authorities across the city-region not involved in the original pilot. The Home Office are currently engaging with Local Authorities across the city-region, with an expected timetable for commencement of Autumn 2018.

Prevent and Channel Referrals Locally

- 10.6** Statistics of the number of people referred into the Prevent / Channel process are not available at a Greater Manchester (or lower) level, nor is information regarding the demographics or ideologies of referees. The most recent available data is at a North West level (Home Office, 2018c).
- 10.7** In 2016/17, 6093 people were referred nationally to Prevent due to concerns that they were vulnerable to being drawn into terrorism. Of this, the North West region made up 12% (745) of the referrals. The majority (64%) of these referrals were made by either education services or the police.
- 10.8** Of the 745 North West individuals referred, only 93 (12%) were discussed at a Channel panel; this is lower than the national average of 19%. From these 93 individuals, 22 (24%) received Channel support; this again is lower than the national average (29%). There is no available data to inform what happened at a regional level to the individuals who did not receive Channel support. Nationally, of those who have left the Channel process, 79% did so with no further terrorism-related concerns. The remaining 21% individuals withdrew from the Channel process, although in some cases support from other services may still be in place. Any terrorism risk that might be present is managed by the police.
- 10.9** In 2016/17, a 21% decrease in Prevent referrals in the North West were made in comparison to 2015/16 (20% increase nationally). There was a slight (4%) annual

increase in the number of individuals that were deemed suitable through a preliminary assessment to be discussed at a Channel Panel in the North West (compared to 7% increase nationally), however a significant decrease (51%) of individuals who received additional Channel support in the North West (compared to a 13% decrease nationally). It is unclear what the reasons are behind these changes.

How do we effectively educate people on the positive safeguarding work that Prevent does and what the remit of the programme is? Including how it differs from other areas of counter terrorism.

10.10 *Perpetuating cycle of fear and mis- (or lack of) communication* - The overarching theme that emerged from the Commission's engagement is that the ongoing work was of a high standing and vital to community safety and vulnerable people were being safeguarded from being radicalised. However, it was strongly felt that the positive work going on across Greater Manchester was not being appropriately disseminated into communities, where high levels of distrust and suspicion of statutory agencies continues to exist. It was felt that the lack of information was exploited by those with an anti-Prevent or anti-Islam agenda who maliciously miscommunicated the aims of Prevent or true nature of the issue without evidence to support their claims. Organisations and individuals found it difficult to challenge this narrative without statistics to refute the claims. This has perpetuated the problem, leading to the creation of suspect communities and fear of persecution amongst Muslim communities (see figure 1).

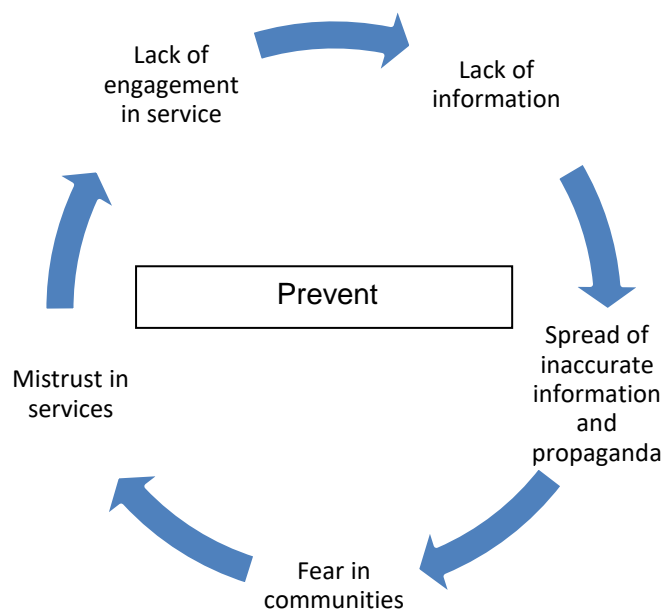


Figure 1: The perpetuating cycle that negatively affects Prevent

10.11 Research supports the Commission's findings, for example, Grossman et al. (2016) argue that there continues to be an inadvertent focus on Muslims, which has resulted

in whole communities becoming accused and criminalised (Awan, 2012; Bonino, 2012; Brown & Saeed, 2015; Murphy et al., 2015; Spalek, 2011). This has led to perceptions of being silenced and unable to voice opinions of both Muslim (Acik & Pilkington, 2018) and white people (Pilkington, 2016) on a range of political topics with negative impacts for securing community trust and cooperation, and building community cohesion and resilience. It has also been suggested that the construction of 'suspect communities' has distorted indicators of radicalisation meaning that opportunities to intervene with other types of ideology may be lost (Kundnani, 2012).

"It [Prevent] is criminalising Muslims, particularly those who are conservative and taking away their freedom to believe and practise faith. It is creating fear in adults and children who fear that they cannot speak their thoughts and opinions which may be different from others. It is stifling conversations which need to be had and this will not lead to any good in the long term."

"Stop focusing on Islam, don't confuse religious conservatism with extremism. Freedom of religion and speech."

"Freedom of speech must be upheld. I hate the way this country is going thanks to the govt [sic] and the police. It is quickly becoming a country I am ashamed to live in. You are not the arbiters of speech. Everyone should be allowed to voice their opinion as long as they aren't physically or financially hurting someone."

10.12 Cantle, et al. (2001) raised similar concerns almost two decades ago but the situation does not appear to have improved.

10.13 *The safeguarding principals that underpin Prevent are fundamental, widely supported and work well across Greater Manchester* - The overwhelming response regarding Prevent was that the foundations in safeguarding were positive and necessary. Whilst most professionals agreed that Prevent had initial difficulties, there was a strong feeling from the feedback gathered that it was now working well across Greater Manchester. Prevent/Channel was felt to be making a genuine difference to vulnerable people at risk of being drawn into terrorism.

"The Prevent strategy has allowed some excellent work to take place in our schools, colleges and communities."

"The Prevent agenda in schools has led to more awareness from staff about recognising and challenging extremist attitudes of all kinds."

"Some remarkable work done in our schools and colleges by the local Prevent (it's a counter terrorism policy) teams."

"No one would question the underlying principles, we all want to safeguard vulnerable people and children. We just need to recognise that grooming for radicalisation is no different from other types of exploitation and treat it as such."

Case Study I

Julie's story: A need to consider wider safeguarding concerns – not just the potential radicalisation

In every case presented in the Channel Peer Reviews, safeguarding concerns, of varying levels, were raised. In many cases, the individuals discussed were vulnerable to different types and degrees of exploitation and often not associated with terrorism. What was clear from most of the reviews was that the causes of vulnerability were rarely limited to one individual presenting factor and issues such as mental health, adverse childhood experiences, substance misuse and poverty were prevalent.

Julie, a 45 year old woman who lives in social housing, was referred to the Channel Panel by her mental health worker. Julie has an excellent understanding of current affairs and politics and has developed very specific views in relation to right wing ideology, primarily determined from research she has undertaken on the internet. Julie is socially isolated, has a history of mental health difficulties and her views appear to become more extreme during periods of decline in her mental health; primarily when she is not taking her medication. Other than the agencies who visit her address to support her ongoing mental health and housing needs, Julie's main source of interaction with the outside world is via the internet.

On a recent visit by the mental health team, Julie was displaying concerning behaviour in terms of the far right paraphernalia on display at her address and the aggressive comments she was making in relation to her Muslim community neighbours and her neighbours' alleged support for ISIS. Julie informed the mental health worker that she no longer wanted to take her medication.

A number of measures were put in place to support Julie. Initially, it was agreed that the mental health team would visit her on a daily basis, to ensure that Julie was taking her medication correctly. Once Julie was stable, an Intervention Provider was sourced, who was able to speak with Julie about her views and engage in debates about the extreme right ideology with tangible examples. Julie found the conversations engaging and stimulating, appreciating that she was able to express her views constructively without being instantly shut down or told that she was wrong. Work was also undertaken to identify social housing opportunities closer to her family and support networks and over a 12 week period, efforts were focussed on Julie being rehoused.

During this time, Julie continued to take her medication as advised, understood the implications of her actions and comments and took on board the challenges posed by the Intervention Provider and was supportive of a house move to be closer to her own support networks. The Intervention Provider was able to find a current affairs discussion group in a town close to where Julie lives, which Julie now attends regularly. Julie continues to be supported by mental health and the case is still reviewed periodically under Channel.

Learning:

- Support plans and decision making need to be sequenced, in order that they have a positive impact. Key to the learning in this example is that the mental health needs were

addressed as a priority. Once Julie had started to take her medication again, the Intervention Provider could then be introduced and have a meaningful impact.

- It is imperative that existing social networks are considered when looking at housing options for vulnerable and socially isolated individuals. In this case, because Julie had a brother and sister in law within the same borough, arrangements were able to be made for them to take over some of the support needs that were being undertaken by universal services, which was much more beneficial to the individual involved.

Julie could have benefitted from accessing local interest groups, however lacked the confidence or resilience to do so. Often individuals need help with the first steps in this process. Universal services should consider the best ways to connect individuals who are vulnerable through isolation or lack of confidence/low self-esteem with local services and activities.

10.14 *Prevent needs to be about safeguarding, not criminalising* – Anderson (2017) discusses the need to avoid terror-specific laws, calling for a review of how effective anti-terror law is as a supplement to established criminal laws and procedures. Whilst the majority of people who knew about the Prevent programme felt the process across Greater Manchester worked well, there was a great deal of discontent expressed about the legislative context. It was strongly felt that a safeguarding ‘duty of care’ was not appropriate to fall under the counter terrorism legislation as this had the potential to criminalise rather than protect a vulnerable individual.

“[The legislative duty] clouds professional judgement creating barriers and damaging trust - like a permanent negative lens”.

“By involving whole communities in supporting those at risk, and in building positive relationships with communities rather than treating people like criminals under strategies like Prevent.”

“Training on vulnerabilities should be across the board – not necessarily specific to terrorists.”

Operation Dovetail was discussed positively in this respect, it was strongly felt that safeguarding of all kinds should be the responsibility of the local authority, not the police and this was most effective when embedded into local safeguarding arrangements.

10.15 *The issue is with a lack of information, not a lack of education* – ‘Educate’ is not the right word; formal communication and engagement around Prevent needs to improve. From the responses to the online survey, only three people said that they would inform a Prevent lead if they heard or saw someone doing something hateful. There were concerns that communities across Greater Manchester knew little, if anything, about Prevent. Those communities that were aware of Prevent, were not always aware that it was a voluntary intervention and confused it with the other elements of the Contest Strategy. More concerning, were reports that when people had an awareness of Prevent, their beliefs were often based on misinformed, over exaggerated or outdated information.

“Publicise Prevent and Channel, take away the prejudice that accompanies it, make it ok to talk – people don’t know about it, they don’t understand it. How will they if you don’t tell them? That is when Chinese whispers start”

“Prevent might be a good way to debunk myths and stereotypes and prejudice – but more information is needed around it, people just don’t know about it!”

“Prevent has become something of a boogie man – something that comes for you in the night and takes your children. People don’t know it is about safeguarding, they don’t realise that it is not about targeting Muslim people but how can we counter these beliefs if the police do not support and promote the good work that Prevent does. No one would argue that we shouldn’t safeguard our vulnerable people, but why don’t we advertise the great work that is going on across the city-region? Why do we let people spread lies about the work that we do?”

10.16 *Need to improve transparency* – In their systematic review, Grossman et al. (2016) found that trustworthiness and transparency in programmes designed to counter violence extremism were fundamental to community engagement and the success of the programme. Concerns were consistently raised in the consultation about the “*cloak and dagger*” approach that seemed to surround Prevent in a way that was not perceived to be the case with other forms of safeguarding. It was felt that both the Prevent process and the governance of the strategy needed to become more transparent. There was felt to be a particular need for statistics to be available at a Greater Manchester level on numbers of referrals, ideology type and outcomes of success measured and published. Increased visibility of Counter Terrorism Policing North West Officers was also frequently requested. The lack of information available and perceived lack of transparency around Prevent/Channel made it difficult to dispel myths and fear within communities, or to challenge scaremongering or propaganda.

“Does Prevent run in an ethical manner? There needs to be greater transparency about Prevent – this would bring back accountability.”

“The public generally agree with the aims of Prevent but there is much misconception about the process. When people have the chance to ask about the process it alleviates many concerns. Openness and transparency is therefore key. There should also be more robust and public challenge (locally and nationally) of fabricated or distorted stories relating to Prevent and also terrorist activity. There is still a culture of secrecy around Prevent e.g. with freedom of information requests consistently receiving responses which use exemptions so that information is not provided. There is a balance to be struck around the appropriate level of information to provide. However there is some acknowledgment this has been relaxed nationally in recent times. There are some really positive case studies which would be shared in support of Prevent. Many people still don’t understand it’s a voluntary process.”

“Many communities do not know what Prevent is, for them it is just a buzz word that is used to justify friends or family being questioned. There are concerns over who came up with the Prevent Strategy and what it is for. Education and communication within communities is needed in order to help people understand what it is for and how they can take ownership of it, rather than feeling targeted.”

10.17 *Training around Prevent and Channel is inconsistent and, at times, inappropriate and inadequate* - The online Workshop to Raise Awareness of Prevent (WRAP) training has been previously criticised by Ofsted as being “*superficial*” and “*inconsistent*” (Ofsted, 2016). Furthermore, Busher et al. (2017) argue that whilst schools and colleges identify possible radicalisation linked to a range of ideologies, the policy response is focused on Islamist extremism (Busher, et al., 2017). Training around Prevent and Channel was frequently described as “*poor*”, “*patchy*” and “*not adequate*”; this was felt particularly strongly about. There were strong feelings that it was too heavily based around Islamist extremism, and failed to illustrate other types of extremist behaviour that are a threat to UK security. People commented that there was little support provided to understand the thresholds to make a referral, with little guidance provided around definitions. However, this was helped by having designated points of contact within Greater Manchester Police to discuss concerns informally with, to seek advice and reassurance before submitting a referral. This process was described as being “*extremely helpful*”, “*a peace of mind*” and a “*great support*”.

10.18 *Social media is a valuable resource that is not currently utilised effectively* – A consistent message raised throughout the Commission’s engagement was how ineffectively social media is used to challenge hateful extremism but also to promote good practice. Many people in the online survey gave examples of frequently seeing hateful propaganda on social media. References were made about seeing Islamist, right wing and left wing propaganda, however the majority of people who reported seeing extremist material stated that it was in relation to a right wing agenda. Extremist material was often identified to be concealed in seemingly innocuous articles such as about being ‘proud of England/Britain’ or the Syrian war as a way to engage people or to encourage people to ‘share’ the post.

“I also think that on Facebook people sometimes post items from racist groups without realising that the content is fictitious and literally trying to cause racial disharmony.”

“Social media is a barrier to community cohesion because of the amount of uneducated opinions not based on facts. It makes people feel anonymous and gives them a licence to say what they want. There is not enough counter rhetoric. It is easy to access a large audience quickly. We need to use social media more effectively to police social media and promote good work. Britain First has now been banned on Facebook, but this causes its own issues - this might just reinforce peoples feeling of not been heard.”

“Online through social media. Particular in the run up to, and following, the Brexit referendum. There is also a strong anti-Muslim rhetoric on Facebook

and Twitter and I have been blocked (even by family members) when I have challenged this discourse.”

- 10.19** Research suggests that simple attempts to counter misinformation can be ineffective (Lewandowsky, et al., 2012) and can sometimes be counterproductive as people tend to defend their existing beliefs when only presented with simple conflicting evidence (ibid.). More effective ways of countering misinformation is to explain why the information is wrong and to provide an alternative, plausible explanation that provide a more comprehensive understanding of the phenomena (Cook & Lewandowsky, 2011). Bartlett and Krasodonski-Jones (2015) found that countering extremist posts needed to be done strategically, discussing policies and developing constructive arguments providing an alternative narrative. Furthermore, getting people to reflect on gaps in their own knowledge and understanding has been shown to become more flexible in considering alternative arguments (Fernbach, et al., 2013).

How can we work with communities to ensure that individuals, their families and the wider community's, experience of Prevent is a positive one, and not one that is perceived as a threat or pursuit?

- 10.20** Based on the work on Grossman (2015) and Thomas et al. (2017), positive experiences of the Prevent process are important to gaining community trust. Prevent is never going to be welcomed by communities unless information is widely available to stop unrefuted, incorrect claims.

- 10.21** *Prevent is strongly perceived to target Muslim people and communities, authorities need to listen to concerns* – There has been found to be a focus on, and often exaggerated representation, of Islamist extremism in the media (Anderson, 2017; Kassimeris & Jackson, 2012). There are growing levels of intolerance and Islamophobia (Casey, 2016). This media scaremongering has been found to increase discontent in white British people, steering them towards right wing extremism in response to 'Islamist extremism'. (Pai, 2016). Aggression and retaliation from either group can lead to a spiral of violence (Busher & Macklin, 2015). This is known as 'cumulative extremism' (Eatwell, 2006).

- 10.22** From the people that were involved in the Commission's engagement, there was a strong feeling from the members of the Muslim community, that Prevent targets Muslim communities, and that this was a genuine fear felt by Greater Manchester Muslims. Research suggests that the Muslim community have a profound lack of trust and confidence in the police (Choudhury & Fenwick, 2011). This was felt to feed into right wing extremist propaganda, create division in communities and encourage Islamophobia.

“It feels like if you are a Muslim there is something else going on, you tend to get pushed down the Prevent/Channel route rather than getting the support that a vulnerable person might need.”

“Stop Prevent, makes communities feel blamed and afraid. Make [the] Muslim community feel part of Britain and welcome.”

“People felt that Prevent creates division and enforces attitudes that radicalization only effects Muslim and Black students. They felt it specifically promotes the profiling of students. They also felt it was a tick box exercise for politicians that also targeted people with mental health issues. Solutions to tackling extremism are often faith illiterate or seen as offensive.”

- 10.23** There was still felt to be a strong need to build trust in communities and there was a great deal of work to be done in this regard. The emphasis was consistently made about speaking directly to communities, not to “representatives of communities”. It was consistently stated that this would work best when done in collaboration with people / organisations who already had links and trust established within communities, but that it needed to be a consistent two way dialogue, not a “*tick box exercise*” or “*only engaging when you want a survey filling in*”, but a commitment to long term, meaningful engagement.
- 10.24** Research is required into what community experiences and beliefs of Prevent are. This still remains largely unknown. There is a need to engage meaningfully with members of the community directly to understand their thoughts and concerns around Prevent. This will provide an understanding of how messages can be effectively communicated to communities and allow a two way dialogue to begin. Experiences and understanding of communities and individuals is currently too heavily reliant upon ‘representatives of the community’.
- 10.25** *Community resources are key* - The lack of youth provision and community activities generally was consistently quoted as having a detrimental impact on young people and the potential for them to be drawn into terrorist activity. Isolation, a lack of positive role models and opportunities to discuss grievances and/or concerns in safe spaces with trusted individuals was strongly felt to be leading to a growing number of disillusioned people who were vulnerable to being exploited by people with an extreme political agenda. Volunteering and mentoring were seen as a great way to make effective use of community assets, but this needed to be resourced.

“I think that support within the communities, of the religious members of the communities, would be a way to reach out. Youth clubs with trained members of staff reaching into schools, to involve young people. To get their trust. I also think that volunteering in the community gives pride to individuals.”

“Investment in social enterprises, youth clubs, libraries, community activities, anything that gets people of all ages, genders, religions etc. socialising with one another. Basically don't target those at risk when it's too late, but instead approach the whole community with a view to include everyone and stop people from feeling isolated and/or ostracised in the first place.”

“Have confidential support from community members and programmes to re-engage people to be proactive in society, in charity etc. Give them a meaning to life other than their prejudices and hate.”

- 10.26** *Lack of support available for those with low scoring difficulties that do not reach intervention thresholds* - Mental health difficulties and/or learning disabilities/difficulties were apparent in many of the Channel cases reviewed. These were often undiagnosed or lower level difficulties that would not meet the threshold for Community Mental Health Team or other statutory interventions but could cause distress and/or difficulties in the person's daily life. There were frequent examples of social isolation, low self-esteem and loneliness in the cases presented.

Case Study J

Mental health and learning difficulties were a common feature in the cases presented in the Channel Peer Reviews. One example is Aaron's story.

Aaron 14 year old "A" star pupil was referred to the Channel programme by his school, due to concerns about his extreme beliefs in relation to the environment, specifically issues around fracking. Having recently signed an online petition, Aaron had been targeted via social media and encouraged to participate in local protests, hand out leaflets, etc. by local activists. These approaches became progressively more aggressive to the point where Aaron was on the periphery of engaging in criminal behaviour and frequently reported to the police as missing by his parents.

Aaron had a number of underlying vulnerabilities, including potentially undiagnosed Autistic Spectrum Disorder, he was socially isolated and prone to self-harm. The family was offered a therapeutic long term intervention, however, despite the best efforts of the therapeutic team, the intervention had minimal impact on his behaviour: school attendance continued to be poor and visits to rallies and engagement with the activists continued.

Tremendous efforts were made by both parents to monitor Aaron's social media account and this had a significant impact in terms of averting potential adverse criminal incidents. Due to their monitoring of their son's social media usage, the parents were able to locate him quickly and before any harm was inflicted. Without this support by the parents in terms of this social media monitoring, the child could have come to more harm.

The child continued to engage with the local activists via social media, including through the 'dark web' and local partners were struggling to identify a tactic which would effectively disrupt this behaviour and protect Aaron.

Having explored a number of avenues, with limited success, a decision was made to issue an abduction notice to the main protagonist of the social media lobbying. These notices prohibit an individual from making contact with a named child and a breach is a criminal offence. Within two hours of the notice being issued, Aaron was "de-friended" on social media by all those individuals who had encouraged his activist behaviour. When Aaron tried to access his activist "friends", he received no responses and as such, whilst the underlying vulnerabilities still remain and continue to be monitored, the threat in terms of his involvement in extremist activity, which had been becoming more intense, was resolved.

A few months later, Aaron is more settled at school, his attendance has improved and he is engaging with appropriate peers.

Learning:

- The police and other partners have a wealth of disruption tactics at their disposal. Learning from other crime types such as child sexual exploitation should be translated into other arenas. It is known that the abduction warning is a simple, yet effective tactic.
- The impact of social media in terms of 'grooming' of vulnerable and isolated individuals cannot be underestimated. In this case, the parents were extremely adept at monitoring social media activity. This is not the norm. More work should be done locally and nationally to increase the awareness of the impact and influence of social media. Parents should be encouraged to attend learning events.

10.27 *Emphasis on safeguarding, not criminalisation will improve community engagement with the process* - There should be an effort to move Prevent/Channel away from the police and law enforcement to wider safeguarding. Operation Dovetail should support this process; particularly if responsibility and governance lies with Local Authorities. Efforts should be made to emphasise that the process is about support not pursuit. Suggestions given by respondents to the Commission's engagement for assisting this process were that all home visits should be conducted in neutral clothing and that a non-police, but secure, email should be used for referrals. Limited resources allocated to neighbourhood policing means that when people come into contact with police officers it is usually because they have been a suspect or victim of a crime. There are limited opportunities for communities to positively build relationships with police officers which again leads to misunderstanding and fear.

How do we reassure communities that it is safe to report or discuss behaviour that they are concerned about?

10.28 Research by Wasserman (2010) concludes that people rarely go on a trajectory towards criminality and antisocial behaviour without someone from the community noticing a change in their behaviour and/or attitudes. However, if communities do not trust authority figures, or families do not have a trusted individual to turn to, they are unlikely to disclose their concerns. The need to understand what, where and who people are comfortable discussing and reporting their concerns to, is imperative to enable anxious friends and family to discuss their concerns and maintain public safety.

10.29 *Need for informal places to discuss concerns and seek advice* - Research has indicated that the first people to suspect or know that someone might be involved in, or planning to be involved in, terrorism activity are the person's friends, family and members of the community (Williams, et al., 2015) as these people are able to notice changes in behaviour, belief systems or other early warning signs. It is therefore imperative that a method is found to support people to discuss their concerns about a loved one. There is little evidence about reporting thresholds for counter terrorism activity, however,

research that does exist suggests that people's primary motive for reporting is out of concern and care for their loved one (Grossman, 2015; Thomas, et al., 2017).

- 10.30** Thomas, et al. (2017) found that virtually all respondents go through a staged process to try to protect the person. Firstly attempting to dissuade the person themselves, asking others close to the person to intervene before eventually, and often reluctantly, contacting the police. Generally, people would only report concerns to the police if they felt that the situation had gone beyond a "certain point of seriousness and/or [they had] tangible evidence". Additionally, people wanted to report their concerns to the local police force, not counter-terrorism specialists, and they wanted to do this face to face to allow them to judge the reactions of the officer to allow the reporter to assess the seriousness of the situation, as well as having the opportunity to ask questions about implications. Thomas et al. (2017) also report that telephone methods of reporting, including the Anti-Terrorism Hotline, were seen as unhelpful or inappropriate as people did not consider the situation as an emergency, whereas internet and social media reporting was often not seen as trusted or interactive enough. Thomas et al. (2017) reports that respondents wanted reports to the police to be a two way process, being kept informed about the status of the investigation and what will / might happen next.
- 10.31** There was a strong feeling that communities wanted something informal where they could express their concerns regarding behaviour; echoing the findings of empirical research (Thomas, et al., 2017). Many participants at the Commission's workshops gave examples where there were safeguarding concerns but people in the community did not know where to go to for advice. It was felt that the police or Counter Terrorism Hotline were too formal and official, but due to reduction in community services there were few trusted community individuals the person could turn to for advice and guidance. Some people stated that in close knit communities, religious leaders or community representatives were not appropriate as they were too intimately acquainted with the family. This is supported by research conducted by Thomas et al. (2017) who found that people would only go to the police if they deemed their concerns to have reached a situation serious, or if they had tangible evidence that terrorism was involved.

"People of goodwill in other communities can start a 'buddy' system. Zero tolerance from police and public services. Confidential phone lines and surgeries."

"Making people feel more comfortable to speak about it and that they won't be branded as 'racist' or 'a grass' if they do. There should be a safe, anonymous space."

"Have a helpline that is well promoted and is a single point of access for any concerns about this issue. People could choose to ring anonymously if needed. Rather than it being called a name focusing on the negative e.g. 'extremism hotline', it would be good to have a name which focused on the positive goal for the service. I can't think of the right name at the moment but something about cohesion, tolerance, peace, enjoying diversity, friendship, community."

- 10.32** People frequently suggested an anonymous phone line (similar to the Samaritans), an anonymous web based chat line or peer mentors / community champions would be good ideas. Frequent references were made to the lack of designated Neighbourhood Police Officers and that people would be more likely to discuss concerns with a local officer that they knew than someone behind a desk in a police station or with a 'counter terrorism' job title. It was also strongly felt that any service had to be available outside of office hours.
- 10.33** The Commission recognise the resource implications of setting up and managing a local phone line, but options such as online information and support as well as the use of community assets to provide advice could be a viable option.
- 10.34** *More information sharing needed* - Consideration has been made for ways to improve case management of individuals at risk or of concern, but who are not actively being monitored at a counter-terrorism level. Greater Manchester will be involved in a regional Home Office pilot around information sharing and management of people who are identified as being both high risk due to their vulnerability, but fall below the threshold for prosecution, will be better supported by appropriate agencies. The Regional Multi-Agency Centre will operate at a North West level.
- 10.35** This pilot is particularly relevant to Greater Manchester as Salman Abedi (the Manchester bomber) was known to MI5 as a closed Subject of Interest at the time of the Manchester Arena Attack. Abedi was classed as low risk to national security as he had had limited engagement with other people who were deemed to be a risk to national security (Anderson, 2017). On two separate occasions prior to the Manchester Attack, information was received by MI5 regarding Abedi, but it was deemed to be of a criminal nature, not counter terrorism. With hindsight, Anderson (2017) writes that *"the intelligence can be seen to have been highly relevant to the planned attack"*. A case conference regarding Abedi was due to take place on the 31st May 2017, nine days after the Arena attack. It is unknown if the Arena attack could have been prevented had this information been shared with Greater Manchester Police, but it is hoped that, should this work be introduced, it may prevent future acts of terrorism.

How do we feedback to communities what happens to the information that is reported?

- 10.36** Providing some level of feedback is likely to dispel some of the concerns around the *"cloak and dagger"* perceptions of Prevent, improving trust within communities and may influence future reporting (Williams, et al., 2015).
- 10.37** *Availability of localised statistics* – The Commission welcomes the Home Office's recent publication of referral statistics at a regional level (previous releases have only been at a national level). However, throughout the Commission's engagement there was a strong feeling that statistics need to be available on a lower level (Greater Manchester). Respondents frequently stated that it was difficult to understand the nature of the local risks involved without knowing what ideologies are present at a local level. It was also felt that the lack of available data increased feelings of community suspicion and

allowed 'anti-Prevent' voices to go mainly unchallenged. Outcome data of referrals would be really welcomed to help promote positive messages of effective safeguarding.

"Where is the data about Channel and Prevent? Why are we guessing about this when we have the data? Why don't we speak to the people involved? There is too much secrecy surrounding the Prevent and CTU (Counter Terrorism Unit) processes"

"There is a question as to whether Prevent treats 'white people' differently. How can we dispel this myth, or act on it if it is true, if we don't know?"

"It's hard to have a discussion with people who say it's a problem with Islam when there is nothing to challenge that belief – how can we have open conversations when we have no data to guide the discussion? Is right wing a problem? It feels like it is but where is the evidence to show me?"

10.38 *Improved social media usage* – Social media was seen to be far more effectively used to spread hate and promote extremist views than to challenge or spread positive messages. Many people reported seeing both subtle and explicitly hateful messages. It was frequently discussed how easy it was to reach a large scale audience without having to do much, and that authorities were naïve in not using it more effectively.

"Social media has a lot of hateful expressions and you see it a lot there. People seem to video and upload it, it is really easy on social media as people don't seem to be accountable. A lot of posts are really subtle which makes it difficult to challenge. It can be useful for indoctrinating young people, it can be difficult to overpower all of the hate on social media"

"Need more positive stories, sometimes it takes something really negative to hear the positive messages, we should be doing this every day, not just when something bad happens"

"Short video clips are an effective way to communicate to people – something that is humanistic and feelings, case studies, people's stories"

How do we ensure a more consistent and proportionate approach to Channel across Greater Manchester?

10.39 *The Greater Manchester Channel Peer Review Process considered to be really valuable to professionals* - Overall, the experience of the Channel Peer Review Process was seen as a positive and supportive one, creating opportunities to learn from and share best practice. A separate report will be shared with all Greater Manchester Local Authorities and other stakeholders regarding practice learned from this review and it is recommended that the exercise is completed on an ongoing basis, to ensure that peer support and scrutiny continues to inform best practice and learning.

10.40 One of the key learning points from the Peer Review Process was the importance of Channel being embedded within local safeguarding arrangements. Numerous examples were given of people with a number of vulnerabilities and/or difficulties where, at times numerous safeguarding referrals had been made to different agencies or at different points in time, but the individual had failed to meet the threshold for intervention. The introduction of Dovetail will help to support this work locally.

Recommendations:

1. If a concern is raised in relation to safeguarding, Local Authorities need to conduct an initial assessment to establish if there are any issues relating to mental health and/or learning disabilities. Local Authority assessment frameworks need to be reviewed to ensure that this takes place. Greater Manchester Combined Authority will provide oversight of the impact of any changes through the Children's Board.
2. The Greater Manchester Channel Peer Review process must continue and report into Greater Manchester governance processes to ensure effective scrutiny and oversight of this work. A good practice guide will be produced and shared both locally and with the Home Office. The Home Office should dip sample cases as part of their peer review process.
3. The Commission endorses a second pilot of Operation Dovetail (the transferring of safeguarding responsibilities under Prevent from the police to the Local Authority). Channel must be completely integrated into wider safeguarding. An update report of the progress of the pilot should be reported to the Mayor of Greater Manchester six months after it begins.
4. A communication toolkit should be developed in relation to Prevent across Greater Manchester, with examples of best practice that can be shared publicly. The Greater Manchester Combined Authority will collate this information and all relevant agencies involved in Prevent safeguarding will have access to the toolkit and feed into it.
5. The Government should impose mandatory Home Office approved Prevent training for new starters and refresher training every three years for all staff who have a statutory duty under the Contest (2018) Strategy. This should be optional, but encouraged, for other agencies and businesses.
6. The Home Office should increase the flexibility of funding that is allocated to intervention provision, particularly for lower risk cases. Local Authorities should have more discretion about how this funding can be spent locally.
7. Home Office funding for Intervention Providers should be increased to Local Authorities that are not Tier One priority areas.
8. The Home Office should release statistics publicly in relation to referrals into the Channel programme at a Greater Manchester level. The Commission welcomes the release of the regional (North West) statistics in March 2018, however, this was felt to be too large an area for communities to understand the concerns around radicalisation in Greater Manchester. More localised statistics will help dispel myths around Prevent/Channel, making the process more transparent.
9. The Commission supports the announcement that Greater Manchester will be included in the North West regional pilot site for a Regional Multi-Agency Centre. The Centre will formally facilitate the effective information sharing between the Counter Terrorism Policing North West and appropriate agencies. This will improve the management of the risk posed by people who are identified as being both high risk of

engaging in terrorist activity due to their vulnerability, but fall below the threshold for prosecution. A review of the Regional Multi-Agency Centre Pilot in Greater Manchester should be reported to the Mayor of Greater Manchester six months after commencement and an update to be provided at the annual summit.

11. Concluding Remarks

Overarching recommendations

- The Commission's report should be submitted as the Greater Manchester response to the Government's Green Paper consultation on the Integrated Communities Strategy.
- Greater Manchester should capitalise on the research resource available through the 100 Resilient Cities Programme to commission research to develop a deeper understanding of how to tackle hateful extremism and promote social cohesion. Key topics include:
 - The influence of adverse childhood experiences on radicalisation
 - The role of women and girls in relation to extremism, including the role of mothers in addressing behaviours of concern
 - The motivations behind radicalisation and/or terrorist behaviour and the drivers of resilience. Key to this would be the ability to undertake field, rather than desk-based research.
 - The impact of social media in relation to all forms of grooming and on-line exploitation, including how to engage parents, carers and universal services in tackling concerning behaviour

11.1 There remain significant inequalities across both Greater Manchester and more widely across the UK. These inequalities affect life quality, life opportunities and can lead to resentment and lack of cohesion. The impact of reductions to public and community services has exacerbated this, leading to a lack of opportunity for people to naturally meet and interact, resulting in increasing levels of social isolation. The reduction of youth services has led to increased levels of youth related anti-social behaviour and youth isolation, increasing vulnerability of Greater Manchester's young people to a range of safeguarding concerns. Work within the Greater Manchester Strategy has started to look to address some of these inequalities, which is encouraging to hear.

11.2 It is clear from both the work of the Commission and of previous work both in academia and social policy that there is a crucial need to allow people to voice their opinions and concerns. People feel ignored and silenced. There is no validation for legitimate concerns, and a strong concern that expressing certain views will instantly see the person branded a racist or a terrorist. Greater Manchester now has an opportunity to lead the way in promoting social cohesion by allowing people to have difficult conversations that traditionally have been shied away from. Work has already started and both the RADEQUAL Campaign and #WeStandTogether have initiated conversations with the public, but this needs to go further and include more people. Engagement work and conversations need to go to the heart of communities by speaking directly to community members, not just self-appointed "community leaders".

11.3 There remain gaps in the Commission's engagement, and it certainly not believed that the Commission have managed to gain the views of all communities across the city-

region. This report cannot be a stand-alone piece of work, but must inspire the continuation of good work and development of both future engagement work as well as interventions to make Greater Manchester a more cohesive place to live, work and socialise.

- 11.4 Greater Manchester businesses have an important role to play in promoting both inclusion and cohesion. The development of the Greater Manchester Employer Charter will help to promote the principals of inclusive growth. With devolution and Brexit, Greater Manchester offers a unique opportunity for businesses to grow outside London, and equality and local communities should be at the heart of this, creating job opportunities and improving the local economy.
- 11.5 A local Centre of Excellence in the form of COIN to collate good practice and champion change both locally and nationally would be a welcome addition to Greater Manchester. Providing opportunities to maximise assets, scale up good work and support evaluation of interventions.
- 11.6 The time has passed for policies that identify 'acceptable' behaviours or some kind of expression of what it means to be a citizen of Greater Manchester; the time is for action. People do not want an identity imposed on them; this will only serve to encourage arguments around prevention of free speech and propaganda of the state. Identity evolves naturally, the example of the Manchester Bee illustrates this. It is something natural that comes from the good spirit and a symbol of hope and good will; this is not something that can be manufactured, or that it wanted. There is, however, work to be done to collate the good work that is ongoing across the city-region. This will help people across the city-region identify how and where they can get involved in local community activities; the Commission believes that #WeStandTogether banner should be used to promote this good work.
- 11.7 It is clear that there is no causal pathway that leads to extremism. As such, it is unwise to attempt to identify 'vulnerable' groups or target interventions and resources prior to safeguarding concerns being raised. Therefore, it is imperative that a safeguarding framework is in place to work with and protect vulnerable people from being radicalised. The current safeguarding framework is Prevent. Whilst it is clear that there are improvements to be made with regards to the Prevent process and governance, the Commission's research illustrates the framework is one that most people agree with. There is, however, work needed to improve community understanding of the strategy, transparency of the process and training for both staff who are listed under the Prevent duty, as well as other front line staff who may need to be aware of the safeguarding issues relating to radicalisation.
- 11.8 There is a dangerous perpetuating cycle of fear of Prevent and a lack of communication about Prevent that is negatively affecting cohesion in communities across Greater Manchester. More work is needed to make the process more transparent and to improve communication with communities so that informed decisions about the programme can be made. As things stand, malicious and non-factual statements are made about Prevent that largely go unchallenged and without available data, it is

difficult to rebut negative accusations. Prevent can work, but lessons needs to be learnt from the past.

- 11.9** Greater Manchester is city-region build on inspiration, radical thinking and revolution, it is a fantastic place to live, work, socialise and do business. There is no need to revolutionise the agenda, the answers here are the same as the previous reviews, but the response to this review needs to be radical. Greater Manchester is already great, nearly 2,000 told the Commission so, but what does need to happen is a galvanisation of the positivity across the city-region to make the area better, improve access to opportunities, and listen to the voices that are often ignored. We have a responsibility to do this right.

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Appendix A: Terms of Reference for the Greater Manchester Preventing Hateful Extremism and Promoting Social Cohesion Commission

Background/Purpose

In the wake of the terrorist attack at the Manchester Arena, the Mayor of Greater Manchester, as agreed by the Greater Manchester Combined Authority, is establishing a Commission to review the work that is currently being undertaken in the city-region to tackle and confront hateful extremism in all its forms and from wherever it emanates. It will be led by Councillor Rishi Shori, Leader of Bury Council.

Protecting our citizens from extremism cannot be left to our state agencies alone.

The Commission will take three basic observations as its starting point:

- First, the active participation of families and communities is critical. It is they who are best placed to identify changes that may provide the early indicators or warning signs of potential extremist views.
- Second, tackling extremism is everyone's responsibility and we all need to ask ourselves what more we can do to identify, challenge and report materials or behaviour which is unacceptable or extremist in its nature.
- Third, in Greater Manchester, we will seek to develop clear protocols around what is expected of individuals and organisations in terms of reporting and challenging behaviour or materials.

The Mayor wants to develop a new, collaborative approach whereby public services and other agencies work in true partnership with our diverse communities to stop the radicalisation of young people, men and women living in Greater Manchester.

Some elements of the current Prevent strategy to tackle radicalisation have been successful. But, in some parts of the community, the way Prevent has been implemented has led to feelings of alienation. In the long-term, this is counter-productive.

We are clear that we will not compromise our duty to protect all our communities from the actions of radical extremists and this objective will be at the heart of the review. However, to be effective, we also need to build stronger, safer and more cohesive communities through a grassroots approach, with communities central to any strategy to tackle extremism.

Below are the Terms of Reference for the Mayor's Review:-

- 1) Build an in-depth understanding of community cohesion issues in Greater Manchester by working with key stakeholders and all communities;
- 2) Develop an effective means of promoting the values of community cohesion;

3) Undertake an evaluation of the Prevent strategy and its delivery in Greater Manchester to include:

- reviewing the findings of the Channel Peer Reviews;
- evaluating of implementation of the Channel pilot, including Operation Dovetail (in Oldham);
- reviewing good practice in the monitoring and managing of community tensions and in tackling hate crime;
- providing input to the Government on the necessity of feedback after organisations or individuals have reported suspect behaviour or materials; and
- identifying areas of strength and good practice and the weaknesses in the Prevent strategy particularly around community engagement.

4) Develop a distinctive community led GM approach to challenging radicalisation of all kinds and from wherever it comes with a focus on the following:

- developing clearer protocols with community and faith groups around what is and what is not acceptable behaviour or materials;
- working with young people and developing an appropriate means of engagement including work in early years;
- developing clear mechanisms to enable the community to monitor and report concerns relating to extremism effectively to include a responsibility for the relevant public body to provide feedback on the outcome of the concerns raised;
- developing an effective anti-extremism and anti-radicalisation network across Greater Manchester;
- further developing our approach of zero-tolerance and prevention of hate crime, including ways of challenging prejudice in the media and on social media;
- engaging with women and girls to assist with the early detection of potentially extremist behaviour within their families;
- identifying learning from the delivery of the Rethinking Radicalisation community engagement programme in Manchester and the resulting co-designed community resilience campaign called RADEQUAL as well as work elsewhere in the city-region;
- building on existing work promoting social cohesion and community integration; and
- considering the resource and governance arrangements to oversee this work for the future with a direct line of reporting to the Mayor of Greater Manchester.

Since the Arena attack, we have seen a real sense of togetherness and solidarity in our communities. Our challenge now is to build on that and use it to make our communities safer.

Appendix B: Results from the online survey

How long have you lived in your current neighbourhood? By neighbourhood we mean the area within a 10 minute walk of your house. $n=1,603$

Less than a year	69 (4%)
1-2 years	93 (6%)
More than 2 years but less than 5	169 (11%)
More than 5 years but less than 10	181 (11%)
10+ years but not all my life	774 (48%)
I've lived in the neighbourhood all my life	317 (20%)

Which of these are located within a 15-20 minute walk from your home? (Please tick all that apply) $n=1,605$

Newsagent/grocery/general shop	1,528 (95%)
Public transport links	1,472 (92%)
Primary school	1,462 (91%)
Pub	1,430 (89%)
Park/recreational ground	1,412 (88%)
Church/mosque/synagogue/other place of worship	1,394 (87%)
Chemist	1,334 (83%)
Health centre/GP surgery	1,263 (79%)
Post Office	1,234 (77%)
Café/restaurant	1,210 (75%)
Secondary school	960 (60%)
Library	922 (57%)
Sports centre/club/gym	868 (54%)
Community centre/hall	804 (50%)
Youth centre/club	366 (23%)
None of these	8 (1%)

How much do you agree or disagree that you can access the local services and amenities you need in your local area? $n=1,603$

Strongly agree	702 (44%)
Tend to agree	736 (46%)
Tend to disagree	134 (8%)
Strongly disagree	31 (2%)

To what extent do you agree or disagree that there are opportunities for you to get involved in your local area or community? $n=1,597$

Agree	998 (63%)
Tend to disagree	238 (15%)
Strongly disagree	91 (6%)
Don't know, but I'd like to know	191 (12%)
Don't know, and I'm not interested	79 (5%)

To what extent would you agree or disagree that people pull together to improve your local area? n= 1,588

Strongly agree	182 (11%)
Tend to agree	746 (47%)
Tend to disagree	502 (32%)
Strongly disagree	158 (10%)

To what extent do you agree or disagree that your local area is a place where people from different backgrounds get on well together? n= 1,587

Strongly agree	178 (11%)
Tend to agree	865 (55%)
Tend to disagree	394 (25%)
Strongly disagree	150 (9%)

Overall, how satisfied or dissatisfied are you with your local area as a place to live? n= 1,594

Very satisfied	495 (31%)
Fairly satisfied	804 (50%)
Fairly dissatisfied	205 (13%)
Very dissatisfied	90 (6%)

What do you think is really good about your area and the people that live there?

What would make your area a better place to live?

What sorts of things do you think excludes people in the area that you live in, and how can we work together so people don't feel excluded?

To which of the following do you feel a strong sense of belonging? (Please select all that apply) n= 1,428

The immediate area you live in	799 (56%)
Great Britain	554 (39%)
Your local authority (i.e. Bury, Bolton, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, Wigan)	552 (39%)
Greater Manchester	547 (38%)
None of above	183 (13%)

Please explain in your own words, the place, community or set of people, you feel you most closely identify with or belong to – and why this is. There are no right or wrong answers, but for example, some people identify closely with people that have a similar background to themselves.

Who would you say are the biggest influences in your life? (Please select up to 3) $n=1,338$

Partner (husband/wife/girlfriend/boyfriend)	876 (65%)
Mother/female guardian	707 (53%)
Father/male guardian	545 (41%)
Son/daughter	517 (39%)
Siblings	348 (26%)
Colleague/teacher	213 (16%)
Other relative	130 (10%)
Religious leader	113 (8%)
Community leader	61 (5%)
Celebrity	42 (3%)

Overall, how optimistic do you feel about your future? $n=1,424$

Very optimistic	320 (23%)
Somewhat optimistic	717 (50%)
Not very optimistic	303 (21%)
Not at all optimistic	84 (6%)

To what extent, if at all, do you feel your generation will have had a better or worse life than your parents' generation? $n=1,422$

Better life	624 (44%)
About the same	381 (27%)
Worse life	417 (29%)

And to what extent do you feel future generations will have a better or worse life than your own generation? $n=1,423$

Better life	199 (14%)
About the same	405 (28%)
Worse life	819 (58%)

To what extent do you agree or disagree that you personally face any barriers or obstacles to accessing employment or study? $n=1,403$

Strongly agree	202 (14%)
Agree	409 (29%)
Disagree	529 (38%)
Strongly disagree	263 (19%)

Please could you tell us why you feel like this about your future?

To what extent do you agree or disagree that where you live is a place where you can be yourself without other people judging you? *n=1,323*

Strongly agree	217 (16%)
Agree	689 (52%)
Disagree	272 (21%)
Strongly disagree	145 (11%)

To what extent do you think Greater Manchester as a whole is a place where you can be yourself without other people judging you? *n=1,324*

Strongly agree	162 (12%)
Agree	736 (56%)
Disagree	307 (23%)
Strongly disagree	119 (9%)

Have you ever personally experienced someone saying or doing something hateful to you based on your:

Belonging to alternative subculture (Please leave blank if you do not belong to an alternative subculture) *n= 581*

Never	307 (53%)
Once or twice	107 (18%)
Occasionally	119 (21%)
Frequently	48 (8%)

Disability (Please leave blank if you do not have a disability) *n=407*

Never	278 (68%)
Once or twice	49 (12%)
Occasionally	47 (12%)
Frequently	33 (8%)

Ethnicity/race *n=1,030*

Never	621 (60%)
Once or twice	203 (20%)
Occasionally	140 (14%)
Frequently	66 (6%)

Gender/gender identity *n=1,048*

Never	681 (65%)
Once or twice	166 (16%)
Occasionally	143 (14%)
Frequently	58 (6%)

Religion/belief n= 1,044

Never	726 (69%)
Once or twice	144 (14%)
Occasionally	124 (12%)
Frequently	50 (5%)

Sexuality n=1,002

Never	835 (83%)
Once or twice	76 (8%)
Occasionally	66 (7%)
Frequently	25 (2%)

Have you ever witnessed somebody else having something hateful said or done to them based on their:

Belonging to alternative subculture (Please leave blank if you do not belong to an alternative subculture) n= 868

Never	276 (32%)
Once or twice	242 (28%)
Occasionally	255 (29%)
Frequently	95 (11%)

Disability (Please leave blank if you do not have a disability) n= 877

Never	312 (35%)
Once or twice	260 (30%)
Occasionally	237 (27%)
Frequently	68 (8%)

Ethnicity/race n= 1,194

Never	255 (21%)
Once or twice	341 (29%)
Occasionally	402 (34%)
Frequently	196 (16%)

Gender/gender identity n=1,104

Never	428 (39%)
Once or twice	277 (25%)
Occasionally	295 (27%)
Frequently	104 (9%)

Religion/belief n=1,150

Never	342 (30%)
Once or twice	300 (26%)
Occasionally	333 (29%)
Frequently	175 (15%)

Sexuality n= 1,124

Never	396 (35%)
Once or twice	321 (29%)
Occasionally	298 (27%)
Frequently	109 (10%)

If so, please could you provide a brief example of your experiences?

Have you ever had any direct experience with people that you feel are spreading hate or extremist views? n=1,298

Yes	414 (32%)
No	884 (68%)

If you heard someone saying or doing something hateful that you were concerned about, what would you feel comfortable doing? (Please tick all that apply) n=1,285

Report to the police	776 (60%)
Confront the person saying or doing something hateful	727 (57%)
Discuss with a friend or relative	642 (50%)
Report to an anonymous phone line or website, for example counter-terrorism hotline, Crimestoppers	605 (47%)
Seek advice from the internet	323 (25%)
Discuss with a teacher/ lecturer/ manager	253 (20%)
Tell a local councillor or your MP	248 (19%)
Tell someone from the council	244 (19%)
Seek advice from a charity or support organisation	205 (16%)
Tell a healthcare professional, for example your GP	123 (10%)
Nothing	101 (8%)

It has been suggested that developing a set of standards and principles about acceptable behaviours and attitudes may be a good way to promote social cohesion. What are your thoughts about this? What might it include?

What examples of good work do you know about that helps people, including young people, to resist and counter hate, prejudice and intolerant views?

How can we have conversations in communities about hateful behaviour and violent extremism, and how can we involve more people in these conversations?

What can be done to support people who are at risk of being involved in hateful behaviour and violent extremism?

--

Is there anything else that you would like us to tell the Commission about promoting social cohesion and tackling hateful behaviour and violent extremism?

--

Are you responding with your own views or on behalf of a group? If you are responding on behalf of a group, if you wish, please tell us its name and provide a brief summary of the people you represent. Please be assured that all views are confidential and will not be attributed to your group. n=1,110

Responding with my own views	1,110 (100%)
Responding upon behalf of a group	0 (0%)

Which local authority area do you live in? (This is the area that you pay your council tax to) n=1,143

Bolton	201 (18%)
Manchester	161 (14%)
Wigan	158 (14%)
Tameside	90 (8%)
Bury	89 (8%)
Rochdale	80 (7%)
Trafford	79 (7%)
Salford	78 (7%)
Oldham	75 (7%)
Stockport	70 (6%)
I don't live in Greater Manchester	30 (3%)
Prefer not to say	17 (1%)
Don't know, please tell us the first part of your postcode:	15 (1%)

How old are you? n=1,145

Under 18	65 (6%)
18-24	52 (5%)
25-34	168 (15%)
35-44	208 (18%)
45-54	289 (25%)
55-64	217 (19%)
65-74	103 (9%)
75+	24 (2%)
Prefer not to say	19 (1%)

What is your ethnic group? *n*=1,146

White	925 (81%)
Asian or Asian British	98 (9%)
Mixed	48 (4%)
Black	22 (2%)
Other ethnic group	10 (1%)
Prefer not to say	43 (4%)

What is your religion? *n*=1,099

Christianity	503 (46%)
No religion	412 (37%)
Islam	97 (9%)
Buddhism	11 (1%)
Judaism	10 (1%)
Hinduism	6 (0.5%)
Sikhism	2 (<0.5%)
Prefer not to say	58 (5%)

What is your gender identity? *n*=1,134

Woman	673 (59%)
Man	425 (37%)
Prefer not to say	36 (3%)

**Is your gender identity the same as the gender you were originally assigned at birth?
n=1,140**

Yes	1,101 (97%)	
No	8 (>0.5%)	
Prefer not to say	31 (3%)	

Which of the following options best describes how you think of yourself? *n*=1,126

Heterosexual or straight	958 (85%)
Gay or lesbian	55 (5%)
Bisexual	41 (4%)
Prefer not to say	72 (6%)

Do you have a disability? (Please tick all that apply) *n*=1,122

No	901 (80%)
Yes	211 (19%)
Prefer not to say	41 (4%)

Which of these qualifications do you have? (Please tick all that apply. If your qualification is not listed please select the closest equivalent) *n=1,143*

1-4 O Levels / CSEs / GCSEs (any grades), Entry Level, Foundation Diploma	239 (21%)
NVQ Level 1, Foundation GNVQ, Basic Skills	63 (6%)
5+ O Levels (passes) / CSEs (grade 1) / GCSEs (grades A*-C), School Certificate, 1 A Level / 2-3 AS Levels / VCEs, Higher Diploma	493 (43%)
NVQ Level 2, Intermediate GNVQ, City and Guilds Craft, BTEC First / General Diploma, RSA Diploma	171 (15%)
Apprenticeship	58 (5%)
2+ A Levels / VCEs, 4+ AS Levels, Higher School Certificate, Progression / Advanced Diploma	353 (31%)
Degree (for example BA, BSc), Higher degree (for example MA, PhD, PGCSE)	567 (50%)
NVQ Level 4-5, HNC, HND, RSA Higher Diploma, BTEC Higher Level	191 (17%)
Professional qualifications (for example teaching, nursing, accountancy)	360 (32%)
Other vocational / work related qualifications	272 (24%)
No qualifications	69 (6%)
Prefer not to say	38 (3%)

Lastly, how did you hear about this survey? (Please tick all that apply) *n=1,020*

Social Media	391 (38%)
Email from Greater Manchester Combined Authority	325 (32%)
Email from someone else	284 (28%)
Can't remember	47 (5%)

Appendix C: Organisations involved in the engagement sessions

Bangladeshi Women's Organisation (Manchester)

Business Engagement Dinner hosted by Ernst & Young

Business Panel (Manchester City Centre)

Community Cohesion Voluntary Sector Forum (Trafford)

Community groups (Wigan)

Community meeting - Afzal Khan MP for Manchester Gorton constituency

Community meeting - Kate Green MP for Stretford and Urmston constituency

Community Safety Partnership (Tameside)

Council of Mosques (Bolton)

Factory Youth Zone (Manchester)

Faith Forum (Rochdale)

Greater Manchester Ethics Committee

Greater Manchester Faith Leaders

Greater Manchester Prevent Network

Greater Manchester Youth Combined Authority

Hate Crime Youth Ambassador event (Bury)

Hate Incident Panel (Tameside)

Hebrew Congregation (Bury)

HMP Area Managers Meeting

Housing Associations (Rochdale)

IAG and wider community meeting (Oldham)

IAG Meeting (Manchester Central)

IAG Meeting (Manchester South)

IAG Meeting (Salford)

IAG Meeting (Stockport)

Jamia Khizra Mosque (Bury)

Knitting Group (Tameside)

Manchester Young Lives (Pupil Referral Unit)

Muslim prisoners, HMP Buckley Hall

Partnership Engagement Network (Tameside)

Place Based Operational Meeting (Wigan)

Prevent Steering Group (Bolton)

Prevent Steering Group (Manchester)

Prevent Steering Group (Oldham)

Pupils, Lostock College (Trafford)

RADEQUAL Community Network (Manchester)

Safeguarding Board, Safer Trafford Board and Prevent Forum (Trafford)

Secondary School Safeguarding Leads (Trafford)

Strategic Interfaith Group (Bury)

Students, Salford University

Supporting Wigan Arrivals Project (SWAP)

Voluntary Sector Partnership (Rochdale)

We Stand Together trustees

Wythenshawe Community Housing Trust (Manchester)

Youth Cabinet (Trafford)

Youth Parliament (Rochdale)

Youth Partnership (Stockport)

Appendix D: Outcomes for hate crimes reported to Greater Manchester Police in 2017/18

	All hate crime	Victim-based hate crime
Charge/summons	5%	2%
Youth caution	<1%	<1%
Adult caution	<1%	<1%
Taken into consideration	0%	0%
Offender died	9%	9%
Penalty Notice for Disorder	<1%	0%
Cannabis/Khat warning	0%	0%
Community resolution	4%	1%
Prosecution not in the public interest (CPS decision)	<1%	<1%
Formal action not in the public interest (GMP decision)	<1%	<1%
Prosecution prevented – named suspect under 10	<1%	<1%
Prosecution prevented – named suspect ill	<1%	<1%
Prosecution prevented – suspect identified but victim or witness ill	<1%	<1%
Evidential difficulties – suspect not identified/victim does not support	8%	3%
Evidential difficulties – victim does support	5%	2%
Evidential difficulties – suspect identified/victim does not support	13%	5%
Prosecution time limit expired	<1%	<1%
Pending further information	47%	18%
Suspect identified but prosecution not in the public interest (GMP decision)	4%	2%
No outcome	4%	2%