



Institute of Community Cohesion

**PROMOTING COMMUNITY
COHESION AND PREVENTING
VIOLENT EXTREMISM IN HIGHER
AND FURTHER EDUCATION**

PROF. HARRIS BEIDER AND RACHEL BRIGGS

ACRONYMS

ACPO: The Association of Chief Police Officers
AOC: The Association of Colleges
BME: Black and minority ethnic
CIC: Commission on Integration and Cohesion
CLG: The Department for Communities and Local Government
CPD: Continuous Professional Development
CRE: The Commission for Racial Equality
CSO: Community Support Officer
DBIS: The Department for Business, Innovation and Skills (previously the Department for Innovation Universities and Skills – DIUS)
DCSF: The Department for Children, Schools and Families
ESRC: Economic and Social Research Council
FE: Further education
GuildHE: Guild Higher Education
HE: Higher education
HEFCE: Higher Education Funding Council for England
iCoCo: The Institute for Community Cohesion
ICT: Information communications technology
IDeA: Improvement and Development Agency for local government
ippr: Institute for Public Policy Research
LSIS: Learning and Skills Improvement Service
NCSB: National Coordinator Special Branch
NUS: National Union of Students
OFSTED: Office for Standards in Education, Children’s Services and Skills
PVE: Preventing Violent Extremism
QIA: The Quality Improvement Agency
UCLAN: The University of Central Lancashire
UUK: Universities UK

LIST OF CHARTS

Chart 1: University and college activities conducted more than once per month aimed at promoting community cohesion – p32
Chart 2: Outreach of universities and colleges in relation to community engagement – p34
Chart 3: University and college engagement with local partners in relation to the prevention of violent extremism (for scores 3-5 in terms of frequency) – p50

LIST OF CASE STUDIES

Case study 1: Enhancing the student experience of international students – p19
Case study 2: Health promotion and “campus relations” – p20
Case study 3: University engagement with the student union – p22
Case study 4: Equipping staff to deal with the safe college agenda – p23
Case study 5: Staff training and incident reporting – p23
Case study 6: Fostering ‘learner voice’ – p24
Case study 7: Debating contentious issues – p25
Case study 8: Playing an active role in promoting community cohesion – p28
Case study 9: Actively promoting community cohesion – p29
Case study 10: Partnering with local business – p29
Case study 11: Cultural and economic regeneration – p31

Case study 12: The Police Association of Higher Education Liaison Officers – p35
Case study 13: Collaboration with local FE partners on community cohesion – p36
Case study 14: UniQ – Partnership for regeneration – p37
Case study 15: Champion Principals Group – p38
Case study 16: Tackling the Prevent agenda through a college-wide ‘Respect’ campaign – p44
Case study 17: Pioneering a leadership and support role on the Prevent agenda – p46
Case study 18: UCLAN ‘Be Vigilant’ Induction Campaign – p47
Case study 19: Campusalam – online and face-to-face forums for debate – p48
Case study 20: Local authorities – Examples of good practice on HE and FE engagement on the prevention of violent extremism – p52

LIST OF TABLES

Table 1: UK Government definition of community cohesion – p26
Table 2: iCoCo definition of community cohesion – p27
Table 3: Initiatives for collecting and sharing good practice on community cohesion – p38
Table 4: Prevent objectives – p39
Table 5: UK Government guidance for universities and colleges on community cohesion and the Prevent agenda – p41
Table 6: Learning Together to be Safe –p42
Table 7: Tiered approach to Prevent – p45
Table 8: Initiatives to support staff in universities and colleges to play an active role in the Prevent agenda – p47
Table 9: The contribution of universities and colleges to the Prevent agenda – p57

ACKNOWLEDGEMENTS

We have been supported in this project by many people and organisations who have given their time and ideas; their input has been invaluable. In particular, we would like to thank colleagues at the Institute of Community Cohesion and SURGE at Coventry University; the members of our Independent Advisory Board; the Association of Colleges, GuildHE and Universities UK for help with various elements of the project; colleagues at ACPO who assisted with the workshops; and members of the Prevent team at the Department for Business, Innovation and Skills; and Ken Kirwan at ACPO.

While we recognise the help of these and many others, any mistakes and omissions remain our own.

Prof. Harris Beider and Rachel Briggs
March 2010

METHODOLOGY

ABOUT THE PROJECT

The Institute of Community Cohesion was commissioned by the Department for Business, Innovation and Skills to conduct a review of “campus relations”, community cohesion and the prevention of violent extremism (the Prevent agenda) within further and higher education sectors. The project started in January 2009 and the research phase concluded in November 2009.

The project adopted a mixed methodology, which included the following components:

- The convening of an **Independent Advisory Board** (a full list of membership is included as Appendix Two). The board met twice during the project, and has commented on project outputs and methodological tools.
- An extensive **review of literature** relating to “campus relations”, “safe colleges”, community cohesion and the Prevent agenda in the context of higher and further education. The review included academic, policy and grey literature, and the results of the review are incorporated into the main body of the report. A full bibliography is included as Appendix One.
- **Stakeholder interviews** were conducted with national bodies and policy makers working on relevant issues to ensure the project was informed by latest thinking and practice.
- **Two surveys** were conducted. The first surveyed **Heads of Higher Education Institutions in the United Kingdom** and was circulated on our behalf by Universities UK. The survey was written in consultation with Universities UK and the project’s Independent Advisory Board to ensure its tone and content were appropriate for the higher education sector. Survey respondents were self-selecting and in some cases Vice Chancellors delegated completion to other members of staff and in one instance the Head of the Student Union. The survey generated a response rate of 17%, with 20 returns out of a total of 116. It is not possible to conclude that the results are representative of the higher education sector as a whole, although there does not appear to be any obvious pattern in the identity of the responding institutions to suggest an over-representation of one particular geographical area or that institutions with or without a history of dealing with issues relating to the topics in focus were more or less likely to respond. The survey pro forma is included as Appendix Three.
- The second surveyed **FE College Principals in England** and was circulated by the Association of Colleges. The survey was written in consultation with the Association of Colleges and the project’s Independent Advisory Board to ensure its tone and content were appropriate for the further education sector. Survey respondents were self-selecting and in some cases Principals delegated completion to other members of staff. The survey generated a response rate of 16%, with 57 returns out of a total of 356 further education colleges in England. It is not possible to conclude that the results are representative of the further education sector as a whole, although there does not appear to be any obvious pattern in the identity of the responding institutions to suggest an over-representation of one particular geographical area or that institutions with or without a history of dealing with issues relating to the topics in focus were more or less likely to respond. The survey pro forma is included as Appendix Four.
- **Area-based case studies** were conducted in six places in England. As well as interviewing staff and students from universities and staff from colleges in each place to compile examples of current institutional responses, interviews were also conducted with representatives from local and regional Government, and other relevant stakeholders, and background research was conducted to complement these findings. This has allowed us to triangulate responses and set findings within their local context. Findings from the area-based case study work are referenced throughout the report, and some examples are included as case study boxes to highlight a particular point made in the report. The identity of these case studies have been anonymised in order to allow interviewees to speak without

fear of identification. The places were selected to provide variety in terms of issues relating to community cohesion and the prevention of violent extremism, and gave geographical coverage across England. They are not intended to provide a representative view of the enormous variety in both place and institutional setting in the higher and further education sectors.

- The report also highlights **case studies either conducted by other researchers or drawn from open source material** during the course of the background research and literature review. These case studies are also included as both supporting evidence and stand alone case study boxes throughout the report, but they have not been anonymised because they are either published elsewhere or draw on publicly available material.
- **Four workshops** were held in London, Cambridge, Birmingham and Bradford with the aim of discussing the issues raised in the research, generating feedback from university and college staff and other local partners, and providing an opportunity for professional development through running an adapted version of 'Act Now' scenario exercise. The workshops were attended by over 200 people.

DEFINITIONS

The project adopts the following definitions:

Promoting good relations relates to the need to foster campuses that are free from hate crimes and intolerance, based on the principle that staff and students have the right to work, study and live without fear of intimidation, harassment or threatening or violent behaviour, and it is underpinned by tolerance and respect for diversity.¹

A safe college can be defined as one where students are treated with tolerance and respect, and the diversity of the student body is celebrated, students feel safe because incidents of bullying are low and dealt with effectively, and there are no crimes motivated by a person's gender, sexuality, race, religion or disability.²

The project has adopted iCoCo's definition of community cohesion: Community cohesion is both a process and an outcome, comprising at least six facets:

- Interaction between individuals, communities and wider society to promote trust and common understanding;
- Active citizenship: participation in civil society, in public institutions, the workplace and in political life;
- Equality of access to the labour market, housing, education, healthcare and social welfare, and evidence of progress towards equality of outcome across society;
- A society at ease with itself, with a real sense of security, welcome and belonging;
- Respect for the rule of law and the liberal values that underpin society; and
- The possession of civil, political and social rights and responsibilities.

The Prevent agenda relates to the prevention of violent extremism policy, which is part of the Government's response to international terrorism.

The Prevent agenda has five key objectives:

- To undermine extremist ideology and support mainstream voices;
- To disrupt those who promote violent extremism, and strengthen vulnerable institutions;

¹ Universities UK, Equality Challenge Unit, SCOP (2005) *Promoting Good "campus relations": Dealing with hate crimes and intolerance* London: Universities UK

² Definition constructed in consultation with the project's Independent Advisory Board

- To support individuals who are vulnerable to recruitment by violent extremists;
- To increase the capacity of communities to challenge and resist violent extremists;
- To effectively address grievances.

CONTENTS PAGE

Acronyms	2
List of charts	2
List of case studies	2
List of tables	3
Acknowledgements	3
Methodology	4
Definitions	5
Executive summary	8
Introduction	12
Section One: Good “campus relations” and safe colleges	16
The policy framework	
Governance arrangements	
The state of campus and college relations	
Key challenges and drivers	
Staff confidence and expertise	
Section Two: The role of universities and colleges in community cohesion	26
The policy framework	
Universities and community cohesion – Governance and practice	
Colleges and community cohesion – Governance and practice	
Universities and colleges – Engagement with local partners	
Section Three: The role of universities and colleges in the prevention of violent extremism	39
The policy framework	
Universities and colleges – Response and governance in relation to the Prevent agenda	
Universities and colleges – Staff skills and confidence	
Universities and colleges – Current practice	
Universities and colleges – Engagement with local partners on the Prevent agenda	
The need for information sharing	
Universities and colleges – Responses to Government guidance	
Conclusion	59
Appendix One: Bibliography	62
Appendix Two: Independent Advisory Board	67
Appendix Three: Survey of Heads of HEIs in England	Available here
Appendix Four: Survey of FE College Principals	Available here

EXECUTIVE SUMMARY

The Institute of Community Cohesion (iCoCo) was commissioned by the Department for Business, Innovation and Skills (DBIS), formerly the Department of Innovation, Universities and Skills, to conduct a research project to explore the role of further education colleges and universities in relation to community cohesion and the prevention of violent extremism. The project's main areas of focus were community cohesion within the HE and FE sectors, especially in relation to "campus relations" and the "safe college" agenda; the role of universities and colleges in promoting community cohesion in their local areas; and the prevention of violent extremism as it relates to activities on, or linked to, university and college life.

The report is a timely intervention into both wider debates about the role of further and higher education, as well as more specific discussions about the contribution they make directly and indirectly to equalities, diversity, good relations, social capital, community relations, and the fight against violent extremism. It also raises questions about the way that non-traditional security actors engage with the Government on matters relating to terrorism to allow them to play a meaningful role without having their work instrumentalised. The report comes at a time of intense fiscal restraint, and is cognisant of the additional pressures this places on universities and colleges. It aims to improve understanding of the role of both sectors, capture the views of educational professionals, map current practice, highlight examples of good practice, and make recommendations for a range of actors about how to improve policy and practice.

This executive summary provides a brief overview of the report's findings and recommendations. While we hope it can be read as a stand-alone summary, inevitably it misses much of the detail contained in the main report.

"Campus relations" and the "safe college" agenda

The report has shown that the response of universities and colleges to "campus relations" and the "safe college" agenda has been reasonably good: most of our respondents had put in place the relevant governance arrangements; they felt staff had the skills and confidence to deal with related issues; and they felt relations between different student groups were "good" or "very good". Based on their responses, more work is needed to improve reporting systems and tension monitoring; enhance access; increase support for international and local students; consider the impact of the built environment on "campus relations"; and work with student groups to limit the negative impact of alcohol on campus.

The report recommends that:

- Universities and colleges should ensure they have the appropriate governance arrangements in place with respect to "campus relations" and the "safe college" agenda;
- Universities and colleges should establish a system to record incidents and monitor tensions, working where appropriate with other educational institutions and local partners, including local communities;
- Universities should establish programmes for their international students and work with other universities and colleges in their local areas to maximise resources and share good practice;
- Universities should work with the Student Union and other student groups to limit the negative impact of alcohol on campus;
- Senior managers need to factor concerns about "campus relations" and the "safe college" agenda into decisions about their institution's built environment and facilities management;

- Universities and colleges should work closely with their Student Union or Council on matters relating to “campus relations” and the “safe college” agenda, and should also establish mechanisms for direct engagement with the student body;
- Universities and colleges should review their training provision to ensure staff understand the issues, their rights and responsibilities, and the institution’s policies and procedures;
- Where appropriate, further education colleges should additionally work through the tutorial system and classroom provision to build the “safe college” agenda;
- DBIS should support universities and colleges by providing examples of good practice and encouraging and supporting peer learning.

Community cohesion

The report suggests that universities and colleges are beginning to get involved in promoting community cohesion: all acknowledge they have a role to play and have the necessary governance arrangements in place. But the response is not uniform. For example, within the higher education sector our research suggested that post-1992 universities and those based in town centres tended to be more active, whereas campus-based, research-intensive and collegiate universities tended to engage less on the whole. It also suggested that colleges engage with local partners less frequently than universities, although we recommend further research to interrogate this finding, and speculate that this might be partly explained by the fact that colleges – being ‘of the place’ – promote community cohesion as much through activities within the college, as they do through local partnerships.

The research uncovered many examples of good practice, including universities that make their courses more accessible to local communities, institutions that open up their facilities for wider use, those that run community development programmes, as well as examples of institutions that are highly involved in local partnerships, forums and joint activities. Some colleges are additionally able to promote cohesion through the classroom and tutorial system, and also through their role in integrating new arrivals through English language provision. Professionals in both sectors reported the critical role of Student Unions and Councils and different student groups in promoting community cohesion.

The report recommends that:

- DBIS should support the gathering of more examples of good practice among universities and colleges in relation to the promotion of community cohesion;
- Universities and colleges should develop a strategy for local partnerships and engagement tailored to their own needs and the characteristics of the local area;
- University and college management and student representatives should work together to limit any negative impacts that result from the institution’s local footprint;
- Universities and colleges should work in close partnership with student bodies on all aspects of the institution’s approach to promoting community cohesion;
- Universities and colleges make an important contribution by creating safe spaces for debate. Where they can continue this activity without additional support, they should do so. But DBIS should also explore with universities and colleges the potential for additional and arms-length support for these activities;
- Police forces should ensure they meet the ACPO guidelines relating to liaison with higher education institutions; and ACPO should extend these guidelines to cover further education colleges;
- Local authorities should review the composition of key decision making forums linked to the promotion of community cohesion to ensure higher and further education institutions are adequately represented;

- Local authorities and police forces should review tension monitoring arrangements to ensure universities and colleges are properly integrated;
- DBIS is currently exploring ways of developing the work of the Champion Principals Group, and this is to be welcomed. In close consultation with UUK, GuildHE and the heads of higher education institutions, DBIS should also explore whether there is a need to establish a Champion Group for the Heads of Higher Education Institutions.

Preventing violent extremism

Our research suggests that Vice-Chancellors and FE College Principals understand that the threat from international terrorism is real, and that all responsible individuals and institutions must do whatever they can to work together to prevent violent extremism. In fact, a large proportion of those surveyed reported having the necessary governance arrangements in place. Universities and colleges do not deny they have a role to play, whether through their core educational activities; by bringing people together in an open and exploratory way; by providing safe spaces for difficult discussions; through their own research and teaching into terrorism-related matters which improves understanding; or through student welfare provision.

Many of the professionals we consulted within higher and further education sectors felt that existing policies, such as campus relations, safeguarding and the “safe college” agenda, equality and diversity, anti-bullying, and community cohesion, may already provide a more effective framework than trying to add a new layer of policy specifically relating to the Prevent agenda. But many professionals object to having their work subsumed within the Government’s Prevent policy agenda because of serious concerns about the way it is being delivered: its single community focus; the burden it places on individual members of staff; the risks it generates for staff and institutions; and the way it has raised tensions on the ground. They also object to having their work instrumentalised; they are happy to contribute but do not wish to become ‘agents of the state’.

The report makes a number of recommendations which are couched within a wider suggestion that a broader approach is developed in relation to universities and colleges:

- Universities and colleges should ensure they have the relevant governance arrangements in place; and DBIS should support them to ensure they adequately cover any additional requirements relating to the prevention of violent extremism and the protection of those vulnerable to radicalisation and recruitment;
- The Government should provide support to universities and colleges on risk assessment and management in relation to the Prevent agenda, and find ways to address the legitimate concerns being expressed by the higher and further education sectors;
- In order to address the concerns relating to research and teaching on terrorism and related issues, the relevant Research Councils and HEFCE should establish a working group of academics, informed by the latest legal advice from the Ministry of Justice and policy guidance from DBIS, to offer help and assistance to individual universities or academics;
- DBIS and CLG need to work together to help to join up efforts at the local level through local authorities and partnerships using guidance on local Prevent strategies, for example;
- Given the centrality of students to a successful response, it would make sense for local authorities and partners, such as the police, to ensure they engage with them directly, too;
- Local authorities should share with universities and colleges the community mapping documents they produce as part of their NI35 requirements;
- NCSB and DBIS must be ready to apply further pressure to police forces to ensure they respond to calls to declassify threat assessments; and DBIS should work with ACPO to ensure

that the needs of universities and colleges are factored into its current review process of threat assessments;

- DBIS should continue to support universities and colleges through providing examples of good practice and tailored support to individual institutions, and enhance the capacity of regional and local government to provide more support, too;
- DBIS should support and facilitate safe and informal spaces for detailed briefings for senior HE and FE managers.

INTRODUCTION

The Institute of Community Cohesion (iCoCo) was commissioned by the Department for Business, Innovation and Skills (DBIS), formerly the Department of Innovation, Universities and Skills to conduct a research project to explore the role of further education colleges and universities in relation to community cohesion and the prevention of violent extremism. The project's main areas of focus were community cohesion within the HE and FE sectors, especially in relation to "campus relations" and the "safe college" agenda; the role of universities and colleges in promoting community cohesion in their local areas; and the prevention of violent extremism as it relates to activities on, or linked to, university and college life.

The report is a timely intervention into both wider debates about the role of further and higher education, as well as more specific discussions about the contribution they make directly and indirectly to equalities, diversity, good relations, social capital, community relations, and the fight against violent extremism. It also raises questions about the way that non-traditional security actors engage with the Government on matters relating to terrorism to allow them to play a meaningful role without having their work instrumentalised. The report comes at a time of intense fiscal restraint, and is cognisant of the additional pressures this places on universities and colleges. It aims to improve understanding of the role of both sectors, capture the views of educational professionals, map current practice, highlight examples of good practice, and make recommendations for a range of actors about how to improve policy and practice.

The report explores three policy areas: **"campus relations" and the "safe college" agenda; community cohesion; and the prevention of violent extremism.** It is important to place these in context.

"Campus relations" and the "safe college" agenda are first order priorities for universities and colleges. After all, they have legal and moral obligations to staff and students to ensure the place of work and study is a welcoming and safe environment. Fulfilling these responsibilities is increasingly complicated. A more diverse and international staff and student body has a wider range of needs, some of which may compete with one another and change the way that institutions have tended to work in the past. Sector bodies, such as Universities (UUK), GuildHE and the Association of Colleges (AOC), have developed guidance on how to manage these issues and equip staff with the skills and confidence to promote equality, diversity and good relations between different student groups.

Community cohesion is not a new concept for universities and colleges; the 1997 Dearing Report argued that universities should see themselves as part of their local communities and more recently the AOC has launched work to understand the contribution of colleges to the 'Total Place' agenda (a whole area approach to public service delivery) and increasingly talks about the 'public value' of colleges. Institutional obligations for promoting community cohesion are linked to a number of areas of policy, including equality and diversity, community and external relations, accommodation and estates, security, welfare, and "safeguarding". Generally, universities and colleges are playing an increasingly important role in community cohesion, although there is no room for complacency.

The prevention of violent extremism, on the other hand, has been far more contentious. The Prevent agenda has been subject to a range of criticisms: singling out and stigmatising Muslims; being too top-down; creating tensions within and between communities; and ignoring other forms of violent extremism. It has also been accused of being a front for intelligence gathering, which has been strenuously denied by the Government.

Many specific concerns have been expressed about how a role for universities and colleges might impact on academic freedom to research controversial topics and issues, staff-student relationships, anti-discrimination, freedom of speech, the right to organise, and staff and student safety. The alleged attempt to commit an act of terror by a former student of University College London (UCL) on Christmas Day 2009 has reopened these debates; UUK has announced a fresh review which will report later in 2010 and Lord Mandelson, Secretary of State at DBIS, recently wrote to the Heads of all Higher Education Institutions about their role, but also to stress that the Government deems it to be unlikely that this individual was radicalised during his time at UCL.

It is important to note the variety of institutions both within and between higher and further education sectors. This makes generalisations meaningless and confusing, and the report tries throughout to highlight these differences and how they impact on the project's findings and recommendations. However, within a project of this scale it has not been possible to provide the level of detail that many professionals within the sectors might be looking for, which is of course a limitation of the report's findings. It had been hoped that the survey would provide an opportunity for a more granular comparative analysis, but response rates were at a level that prevented this so we are not able to comment on how responses varied in relation to the nature of the institution, its geographical location, or its history of association with the issues under consideration. Where we have felt these limitations were particularly important, we have signalled the need for more detailed analysis or further work and urge the Government to support this.

The report is divided into three sections.

Section one looks at good “campus relations” and “safe colleges”. Universities and colleges have legal obligations with respect to these agendas and seem to have responded well in terms of governance systems and structures. Our research suggests that relations between different groups of students within universities and colleges are reasonably good, although there is no room for complacency as there are reports of problems and we need more detailed research with student groups to gather their experiences. Where they do not already exist, universities and colleges also need to ensure they have adequate systems in place to monitor tensions and report incidents to increase their visibility of student relations.

Staff skills and confidence are considered to be one of the most important factors, and staff appear to feel fairly well equipped. The section highlights a number of issues that need to be addressed: access continues to be a limiting factor both in terms of Black and Minority Ethnic (BME) communities specifically, and students from lower socio-economic groups more generally; the growing number of international students can create tensions and demands that need to be understood and met; high numbers of local students can impact on university “campus relations”; and alcohol continues to be a divisive presence.

Universities and colleges also need to consider the ways in which issues relating to “campus relations” and “safe colleges” can be dealt with through the taught curriculum, the built environment, and student inter-faith and inter-cultural groups. There is a large body of established good practice in this regard, and section one highlights seven case studies obtained from the research, both from our area-based case study research and from the literature review.

Section two looks at the role of universities and colleges in promoting community cohesion in their local areas. Almost all universities we surveyed and spoke to considered they had a role to play in community cohesion. Indeed they appeared to be actively involved in a range of projects. Approaches do, of course, vary from place to place; new universities and those based in town centres tended to be more active, whereas campus-based, research-intensive and collegiate

universities tended to engage less on the whole, although there are variations within these patterns. The research uncovered many examples of good practice, including universities that make their courses more accessible to local communities or open up their facilities for wider use, those that run community development programmes, as well as examples of institutions that are highly involved in local partnerships, forums and joint activities. We found that Student Unions tended to play an important role, especially through mentoring and volunteering projects, and representatives in some institutions get involved in local forums, such as neighbourhood watch groups and residents' meetings. There are a number of "push" and "pull" factors influencing the role of universities in community cohesion, but the impetus on institutions to broaden and improve their offer to students is likely to be one of the most significant drivers.

Almost all of the colleges we surveyed considered they had a role in relation to community cohesion, too. Alongside the types of activities outlined above, some colleges where appropriate additionally have the scope to promote cohesion through the classroom and tutorial system, and also through their role in integrating new arrivals through English language provision. Research has also shown that participation in adult learning has a positive impact on an individual's social attitudes and can increase social capital. On the whole, though, the colleges we surveyed seemed to be less involved than universities in activities to promote community cohesion, but this might be explained by the fact that they are able to deliver this as much through the work they do within the college, as through external partnerships. Further research is needed to explore this finding in more detail, and to explore variations within the FE sector.

One of the key challenges for both universities and colleges in relation to community cohesion is ensuring they have the appropriate partnerships in place and are well represented on local forums, such as the community cohesion board or Local Strategic Partnership. Our research suggests that universities tend to be better placed than colleges in this regard, but still need to increase their visibility. This section makes a series of recommendations about how to improve the situation. It also includes eight case studies of good practice from our research and that of others and provides information about a number of initiatives to collect and share good practice on community cohesion within HE and FE sectors.

Section three looks at the role of universities and colleges in relation to the prevention of violent extremism. It could be argued that the Prevent agenda has been mired in controversy, and educationalists in particular have been nervous about being officially involved in the delivery of the Prevent strategy. However, our research suggests that Vice-Chancellors and FE College Principals do understand the nature and extent of the threat, believe the Government's counter-terrorism response is proportionate overall, and accept that – like all good citizens – they have a responsibility to play their part. They also agree with the broad long-term aims and objectives of the Prevent strategy which seeks to work further upstream from the problem to prevent individuals from becoming violent extremists in the first place and putting themselves and others at harm.

Universities and colleges do not deny they have a role to play, and our research highlighted that the main ways they can contribute are already covered by policies on equality and diversity, campus relations, safeguarding, anti-bullying and community cohesion. But many Vice-Chancellors and FE College Principals object to having this work subsumed within the Government's Prevent policy agenda due to their concerns about how this is being delivered in practice, a sense that their contribution will be more meaningful if it is delivered through their established everyday patterns of work, and because many object to having their work instrumentalised. As a result, one of the key recommendations of this report is that universities and colleges should be allowed to pursue these activities at a safe distance from Government, but that Government should continue to support through the prism of a broader framework. It should also invest more resources in monitoring and

evaluating the work of universities and colleges in relation to campus relations, safeguarding and community cohesion to ensure that they really are delivering on these commitments. A broader approach should not provide an excuse to do less.

Of the universities and colleges we surveyed, most had governance frameworks in place to cover directly or indirectly their role in respect of the Prevent agenda, with universities preferring to integrate it into good “campus relations” work, and colleges into “safeguarding” and the “safe college” agenda. These are areas of policy that are mandated and well understood by staff. There are considerable concerns about the skills and confidence of staff to deliver the Prevent agenda, and many are reluctant due to fears they will stigmatise students or face personal risks themselves. The broader approach advocated by this report overcomes many of these concerns. Universities and colleges are beginning to contribute to the Prevent agenda in a number of ways: through their core educational activities; by bringing people together in an open and exploratory way; by providing safe spaces for difficult discussions; through their own research into terrorism-related matters which improves understanding; and through student welfare provision. These are key ways they can contribute to the long-term prevention of violent extremism, and this work is more effective when it is seen to be independent of Government and not confined within official Government policy.

The universities and colleges we surveyed report that they have engaged less with partners in relation to the Prevent agenda than community cohesion, but this is perhaps to be expected given the different nature of the challenges. Again, colleges reported that they reached out to partners less frequently than universities. Very few universities or colleges were members of their local Prevent boards and they featured infrequently in local Prevent plans despite being defined as priority institutions in the Government’s Prevent strategy. There had considerable frustrations with the reluctance of the police to share information, not just expressed by universities and colleges, but also by local authorities in all of our case study areas. Progress is starting to be made and a review of the approach to local threat assessments and information sharing is currently underway by ACPO. But too often, information is needlessly kept at restricted level and it will take time to overcome deep-seated cultural reluctance within some parts of the police towards opening up.

Finally, the report makes a series of detailed recommendations for universities, colleges, sector bodies, local authorities, the police, and regional and national government. These recommendations are outlined in the body of the report in bold and summarised in the conclusion.

SECTION ONE: GOOD “CAMPUS RELATIONS” AND SAFE COLLEGES

THE POLICY FRAMEWORK

Universities and colleges have an obligation to staff and students to ensure that their place of work and study is a welcoming and safe environment. This is codified in various pieces of legislation and policy relating to concerns such as equal opportunities, bullying and harassment, physical safety, vulnerability and child protection. These demands become more complex all the time, especially as student and staff bodies become increasingly international and diverse, and as demands for the acknowledgement and accommodation of competing demands increase. For example, the new Single Equality Act places a legal requirement on institutions to consult actively with, and address the concerns of, students and staff from all religions and none. This goes beyond previous legislation, which required them to ensure they did not disadvantage religious groups unless there were just reasons to do so.³ **Our research suggests that universities may be subject to these demands and challenges more than colleges;** of those that responded to our survey, forty per cent have had to mediate between the competing needs or rights of different minority ethnic or religious communities in the last three years, compared to 17.5% of colleges who responded.

These various issues are encapsulated within two overarching agendas: “campus relations” for higher education and the “safe college” agenda for further education. Promoting good campus relations relates to the need to foster campuses that are free from hate crimes and intolerance, based on the principle that staff and students have the right to work, study and live without fear of intimidation, harassment or threatening or violent behaviour, and it is underpinned by tolerance and respect for diversity.⁴ Ultimately, a university’s Board of Governors or Council is responsible for ensuring that the institution has complied with its legal obligations on these matters. A “safe college” can be defined as one where students are treated with tolerance and respect, and the diversity of the student body is celebrated, students feel safe because incidents of bullying are low and are effectively dealt with, and there are no crimes motivated by a person’s gender, sexuality, race, religion or disability.⁵ Ofsted considers “safeguarding”, and equality and diversity, to be core to the effective running of a college. Indeed the regulator has stated that poor performance on these issues will limit the overall performance of the college. The Ofsted Handbook states:

Limiting grades relate to “safeguarding”, and equality and diversity, as these are considered to be essential in assuring the quality of the development and well-being of young people and adults. The grades for these two aspects may therefore limit the grade for overall effectiveness⁶.

GOVERNANCE ARRANGEMENTS

Our research suggests that most universities are compliant with their governance requirements in relation to “campus relations”. The majority of universities in our sample felt they had the relevant governance arrangements in place, and of those who were in post to manage it just over half reported directly to the Head of the Institution indicating that they accorded it a high level of priority. The type of post responsible for “campus relations” varied from institution to institution: Dean of Students; Director of Student Operations and Support; Chief Operating Officer; Director of Student Services; Equality and Diversity Officer; Chaplain; Provost; Registrar; Security Manager; University Secretary; and Pro-Vice-Chancellor External Relations. All universities in our survey stated

³ Shepherd J ‘Student Life: One long holiday?’ *Guardian* Tuesday 5 May 2009

⁴ Universities UK, Equality Challenge Unit, SCOP (2005) *Promoting Good “campus relations”:* *Dealing with hate crimes and intolerance* London: Universities UK

⁵ Definition constructed in consultation with the project’s Independent Advisory Board

⁶ Ofsted (2009) *Handbook for the inspection of further education and skills from September 2009* Manchester: Ofsted

that they had a policy relating to bullying, harassment and intimidation, and in all cases this related both to staff and students.

Having governance arrangements in place is a vital first step, but universities must ensure that those responsible for delivery have the mandate to make a difference. For example, a report by the Equality Challenge Unit and The Higher Education Academy looked at the role of Equality and Diversity Committees. It found that, while universities have these bodies in place, they are not always given the power they need to influence practice across the institution. It stated:

While the general importance of Equality and Diversity committees is well recognised across the sector, these committees are not always sufficiently empowered to support the effective integration of equality and diversity principles across the university. Strategic attention to the role, level of representation and responsibilities of these committees is vital for the generation of an inclusive ethos and supportive policy and practice.⁷

Almost all colleges in our survey reported that they had the full range of governance arrangements in place to deal with the “safe college” agenda. Almost all had someone with responsibility for ensuring that the college was free from intolerance, harassment and hate crimes, and just under three-quarters of these people were on the college’s senior management team. All colleges said they had a policy relating to bullying, harassment and intimidation, and for the overwhelming majority this policy related to both students and staff.

THE STATE OF CAMPUS AND COLLEGE RELATIONS

Our research suggests there is a reasonably positive state of campus and college relations, although there is no room for complacency. On the one hand, respondents to our survey from almost all universities and colleges reported that relationships between students from different minority ethnic and religious groups were either “very good” or “good”. Around two-thirds of universities and colleges said that students from different ethnic groups often mixed socially. This picture was supported by our interviews with university and college staff and students, and in 2005, Ofsted found that almost all colleges had successfully created environments where students and learners of diverse heritage felt welcome and safe with effective procedures and strategies to tackle racism and harassment.

On the other hand, some indicators were more equivocal; only a minority of universities and colleges we surveyed ranked their student relationships as “very good” and almost one-third of universities and one in ten colleges have experienced an incident in the last twelve months relating to race or religion. Other research has highlighted the problems experienced by students. For example, a report by the All-Party Parliamentary Group Against Antisemitism recorded abuses on university campuses, such as physical attacks and lack of respect shown for Jewish students by other students, staff and groups.⁸ Muslim students have also reported an increase in discrimination on university campuses; 30% of Muslim students said they felt isolated at university for being Muslim, and one-quarter of those who have experienced Islamophobia have done so on campus.⁹ The same survey showed that the experience of Islamophobia is differential; Muslim women experience it

⁷ Equality Challenge Unit and The Higher Education Academy (2008) *Ethnicity, Gender and Degree Attainment Project: Final Report* London: Equality Challenge Unit and The Higher Education Academy

⁸ All-Party Parliamentary Group Against Antisemitism (2006) *Report of the All-Party Parliamentary Inquiry into Antisemitism*, London: The Stationery Office Limited

⁹ Federation of Student Islamic Societies (2005) *The Voice of Muslim Students: A report into the attitudes and perceptions of Muslim students following the July 7th London attacks*, London: Federation of Student Islamic Societies

more than men, and while 56% of Muslim students in London have experienced it, the proportions are lower in the Midlands (48%) and the North (37%).¹⁰ In addition, international students have a more negative experience of studying in the UK than they do in other European countries

These trends also need to be set within a broader context of an overall rise in hate crime nationally; between 2005/6 and 2007/8, race and religious hate crime rose by 47% and homophobic hate crime by 66%.¹¹ Some of this can be explained by improved reporting mechanisms, but these figures remain stark. Where they do not already exist, **universities and colleges should establish a system to record incidents and monitor tensions, working where appropriate with other educational institutions and local partners.**

KEY CHALLENGES AND DRIVERS

Central to “campus relations” and the “safe college” agenda is the goal of equality, and while good relations between students is an excellent outcome there is no room for complacency as long as access remains unequal as this is a sign of persistent inequality. In 2006/7, 12.5% of university students were black and minority ethnic (BME). However, these students are highly concentrated in a small number of institutions; 7% of universities in the UK have BME student populations of 50% or more and 60% have less than 10%. Almost two thirds (60%) of BME students attend post-92 universities in London.¹² They also tend to cluster around certain subject choices (which impacts on social networks and geographical interaction on campus, as well as career prospects later on), and their degree attainment is lower.¹³ **There is also a strong bias for BME students to attend further rather than higher education.** It must be acknowledged, though, that progress is being made; in 1996/7, just 13.7% of students in higher and further education were black or minority ethnic, but by 2006/7 this had risen to 19.9%.¹⁴ Some of this may be due simply to demographics given the age profile of these communities, but the upward trend is to be welcomed.

Poor access is linked to social class as well as race or religion; young people from the top post codes in the country are four and a half times more likely to go to the leading universities (those asking for 3 Bs and above at A level) than the average child in the UK. They make up just 1.9% of the population, but 8.4% of students at these universities. The 12 richest categories – where the average parental income is above £42,400 – account for 23.8% of the UK’s population, but produce 54.6% of the students at these universities. Conversely, the 13 poorest categories make up less than 6.3% of students in these universities, but account for 21.8% of the UK population.¹⁵ More positively, research shows that the access gap is narrowing. The Full-Time Young Participation by Socio-Economic Class (FYPSEC) measure was introduced in 2007 to analyse the proportion of 18-20 year olds from the top three and bottom three socio-economic classes in higher education and the gap between the two. It shows that in the last five years, the gap in attendance between these two groups has narrowed by 6.1%.¹⁶ People from higher social classes are also more likely to study prestigious subjects and to study in research-led institutions in the Russell Group or 1994 Group.¹⁷ The causes of poor access are many and varied and not all are within the gift of universities and

¹⁰ Federation of Student Islamic Societies (2005) *The Voice of Muslim Students: A report into the attitudes and perceptions of Muslim students following the July 7th London attacks*, London: Federation of Student Islamic Societies

¹¹ CPS (2008) *Hate Crime Report 2007-2008*, Bolton: Blackburns

¹² Sims JM (2007) *Not Enough Understanding? Student experiences of diversity in UK universities*, London: The Runnymede Trust

¹³ Broecke S and Nicholls T (2007) *Ethnicity and Degree Attainment*, DfES Research Report RW92

¹⁴ Equalities Challenge Unit (2008) *Ethnicity, Gender and Degree Attainment Project: Final Report*

¹⁵ Shepherd J ‘Universities don’t like common people, do they?’ *Guardian* Tuesday 3 February 2009

¹⁶ DIUS (2008) *Full-time Young Participation by Socio-Economic Class (FYPSEC) 2008 Update* London: DIUS

¹⁷ The Sutton Trust (2007) *Access by school* London: The Sutton Trust

colleges themselves. There is not space within a study of this kind to consider them in detail, but access is of course relevant in the context of campus relations as it influences the composition of the student body and links to the key objectives around equality and diversity. It is outside the scope of this report to make specific recommendations about access, but it can recognise this link and encourage higher and further education sectors and their representative bodies to continue to work to improve access for the most deprived where they have the means to do so through, for example, fair admissions processes and outreach with schools in deprived areas.

International students are an increasingly important part of higher education in the UK, but research shows that on some issues they can have a more negative experience of studying in the UK than they do in other European countries.¹⁸ The universities we consulted were aware of these challenges and were tackling them through the prism of the ‘student experience’. Most universities we interviewed run programmes for their international students to help integrate them into the student body, get to know the local community, and introduce them to different parts of the country. Where they do not exist already, **universities should establish programmes for their international students and work with other universities and colleges in their local areas to maximise resources and share good practice.** The case study below describes how one university is responding to the challenge.

Enhancing the student experience of international students

Increasing the number of international students is a key aim for this university, and senior managers understand that to do this they must focus on the student experience, not just within the university and teaching system, but also more widely on campus and within the city. The university recently ran student focus groups with six undergraduate students from the UK, six from overseas, and six graduate students and one of the issues covered was student mixing and integration. The university is currently digesting the results from this and building a strategy to respond to the issues arising. Accommodation is a key element of student experience and the accommodation team work hard to understand any special needs of international students. For example, one of the side effects of the new visa regulations is that students’ visas are being received later. The accommodation is currently allocated on a first-come-first-served basis which means international students can be penalised, so the university is exploring the idea of pre-allocating a number of places for international students to ensure they have fair access to accommodation and to reduce the likelihood that they are spread across the different accommodation provisions, rather than grouped together.

The student union runs regular trips for international students to visit different parts of the UK to help them get to know the rest of the country. These trips are also now open to domestic students to encourage better mixing between the two groups.

Case study 1: Enhancing the student experience of international students

A high proportion of local students can have a negative impact on campus cohesion because they often socialise off campus with pre-existing friendship groups, and given trends within the sector, this looks likely to become more common. It tends to happen more where universities run vocational, work-based or part-time courses; the proportion of part-time students has risen from 26.4% in 1970/71 to 38.6% in 2006/7¹⁹ and is set to continue rising. It is also more characteristic of certain ethnic or cultural backgrounds where there is a preference for young people – especially women – to attend their local university and live at home, and we have seen that these groups are attending university in growing numbers. These two factors can combine in certain places. For

¹⁸ Archer, W., Jones, E., and Davison, J. (2010) *A UK Guide to Enhancing the International Student Experience*. London, UK HE International Unit.

¹⁹ Statistics available from ONS and HESA

example, one student union representative we interviewed commented, “The Student Union struggles to engage with Asian students, but we think this is due to the fact that they disproportionately tend to be local students, which means they have their own social networks outside the university. For example, we know that BME students account for 22% of students, but just 12% of those accessing student union services.”

Alcohol appears to be a major divider on campus, both for international students not accustomed to this aspect of British ‘culture’ and to those who do not drink. In a survey conducted by The Runnymede Trust across ten universities in the UK in 1996, 11% of respondents said they were non-drinkers and this minority can feel excluded from many areas of life on campus.²⁰ This report is now somewhat historical, but our consultation with universities suggests the findings are as relevant today. One student interviewed as part of the Runnymede study reflected on the experiences of a friend who felt excluded by the alcohol culture and ended up leaving the university:

I think everything does revolve around drinking...in the first term we had a friend in our circle who was White, but she was a Muslim and she would have problems because we would always go to the pub. She would come but because people drink she would feel uncomfortable. She’s left the university because she didn’t get on well socially; there wasn’t a lot for her to do.²¹

We came across numerous examples of universities and Student Unions looking to identify ways of meeting the needs of non-drinkers and minimising the tensions that can arise as a result of the consumption of alcohol. One of our case study universities has shifted its bursary scheme away from funding individuals towards funding the less profitable social and recreational activities that don’t involve alcohol to ensure that its Student Union is able to cater for the widest range of interests without being constrained by money. It has found that this is popular with both students and their parents. Another of our case study universities is building a new student union building whose design will seek to eliminate spatial divisions between drinkers and non-drinkers. Our literature review uncovered a health-related initiative run by the University of Central Lancashire (UCLAN) which has been highlighted publicly as an example of good practice. The scheme – outlined below – generates important positive side effects for “campus relations”.

Health Promotion and “campus relations”

The University of Central Lancashire’s ‘Health Promoting University Initiative’ has been highlighted nationally as an example of good practice, and has important positive side effects for “campus relations”. The programme, which was launched in 1995, is led by the Faculty of Health in partnership with academic faculties and services across the university, including human resources, facilities management, safety, health and environment, student affairs, the student union, and UCLAN sport. It aims to integrate into university structures, process and culture a commitment to health and to promote the health and well-being (in the broadest sense) of staff, students, and the wider community. Its work focuses on three priority issues: the mental health of staff and students, alcohol, and healthy and sustainable food, and it is in relation to the first two priorities that this programme contributes to good “campus relations”.

Case study 2: Health promotion and “campus relations”

²⁰ Sims JM (2007) *Not Enough Understanding: Student experiences of diversity in UK universities*, London: The Runnymede Trust

²¹ Quoted in Sims JM (2007) *Not Enough Understanding? Student experience of diversity in UK universities*, London: The Runnymede Trust

The built environment can have an important impact on relationships between different groups.²² Government guidance highlights the role of physical space in the promotion of shared values through open and free places for debate; breaking down segregation; and ensuring student safety through campuses that are free from bullying, harassment and intimidation. We came across a number of examples of universities responding to this agenda; for example, one of our case study universities has redesigned its campus to enhance integration across the student body and another is revising its accommodation policies to ensure they do not reinforce divisions. That university's Director of Student Services commented in an interview with the project team, "There tends to be more mixing in the larger accommodation blocks, and where they are catered so that students can eat together, bumping into new people as they do so." **Senior managers need to factor concerns about "campus relations" into decisions about their institution's built environment and facilities management and institutions would benefit from more examples of good practice in this regard.**

Research shows that students with higher levels of cross-cultural interaction at university tend to know more about, and are better able to accept, different cultures; have better general knowledge, critical thinking ability, and problem solving skills; and have higher intellectual and social self-confidence than their peers with lower levels of interaction.²³ It has also been shown that students enrolled in institutions that celebrate diversity have these gains, regardless of whether they have higher levels of interactions themselves.²⁴ Some of the educational professionals we interviewed were also worried that student societies can foster division as much as interaction, and this was echoed by university students in the previously cited research by The Runnymede Trust.²⁵

Almost all universities and two-thirds of colleges in our survey had organisations focusing specifically on interfaith or inter-cultural issues and activities, and all of these were supported by the university or college. Two-thirds of universities who responded – but only a small minority of colleges – think these kinds of programmes are one of the top three factors in building good "campus relations". Other research shows that the vast majority of college students think beliefs and faith are an important part of college life; almost three quarters (74%) indicated that they were more likely to feel part of a college or workplace that actively encouraged dialogue and activities between people and communities of diverse faiths and beliefs; and 79% – regardless of their own personal beliefs – think that colleges should provide for people's faith and beliefs needs.²⁶ **Most universities also stressed the importance of working closely with their Student Union on matters relating to "campus relations".** The box below outlines how one of our case study universities structures its engagement with its Student Union.

²² Lownsbrough H and Beunderman J (2007) *Equally Spaced? Public space and interaction between diverse communities* London: Demos

²³ Chang MJ, Denson N, Sanz V, and Misa K (2006) 'The Educational Benefits of Sustaining Cross-Racial Interaction among Undergraduates' in *Journal of Higher Education* 77 (3): 430-455

²⁴ Chang MJ, Denson N, Sanz V, and Misa K (2006) 'The Educational Benefits of Sustaining Cross-Racial Interaction among Undergraduates' in *Journal of Higher Education* 77 (3): 430-455

²⁵ Sims JM (2007) *Not Enough Understanding: Student experiences of diversity in UK universities*, London: The Runnymede Trust

²⁶ National Ecumenical Agency in Further Education and the Centre for Excellence in Leadership (2007) *Making Space for Faith: Values, beliefs and faiths in the learning and skills sector* London: NEAFE and CEL

University engagement with the student union

Staff we interviewed stressed that the relationship with the student union was one of the most important for university management. They meet regularly and at different levels:

- They meet three times per year to discuss university strategy;
- Less formally every 4-5 weeks to discuss issues relating to community outreach;
- There are frequent one-to-one meetings on a range of issues.

There are a number of joint initiatives and the student union and senior management team often meet community representatives together once or twice per month.

There is a student representative on the management board who offers strategic input.

Case study 3: University engagement with the student union

It is also important for universities to find ways of directly engaging student body as well as through the Student Union elected structure, which may not be fully representative; according to NUS research, although 20% of NUS member are BME they account for less than 4% of the elected officers and sabbaticals.²⁷ Students have expressed frustrations with their Student Unions for falling short in their responsibility to promote and encourage a myriad of activities that could potentially engage all students, especially in relation to alcohol. Student Unions are viewed as representing and reinforcing ‘mainstream’ student culture.²⁸ We found many examples of universities with well established methods for wider engagement, and this should be seen as good practice across the sector. Where they do not already exist, **universities should ensure they have the necessary processes in place for ongoing wider engagement with the student body as well as the Student Union.**

STAFF CONFIDENCE AND EXPERTISE

Universities say that the most important factor in building good “campus relations” is staff expertise and confidence in handling student relationships; two thirds of the universities we surveyed agreed with this, and the issue came up frequently in interviews with universities. Some require all staff to undergo cultural awareness training, while others make it available but not mandatory. There are national initiatives underway, such as HEFCE’s funding for an interfaith literacy resource at York St John’s University with training and resources for Vice-Chancellors, and the HE Academy’s recently launched one year training programme on inclusive training practices. UUK guidance recommends that universities provide training to raise awareness of the issues, rights and responsibilities, and institutional policies and procedures, so **universities should ensure they have this provision in place.**²⁹

Like universities, the colleges we surveyed ranked staff expertise and confidence in handling student relations as the most important factor in building a “safe college”. Teachers and lecturers in colleges are now required to receive 30 hours of Continuous Professional Development annually, and there are many initiatives underway nationally to provide support, including through the AOC and the FE Champion Principals Group. iCoCo is involved in several initiatives to help professionals working in different settings to develop the skills and confidence to deal with cohesion issues, for example, running training for them on tension monitoring.³⁰ The case studies below describe how

²⁷ NUS (2007) ‘Black Student Campaign’ available at www.nusonline.co.uk

²⁸ Sims JM (2007) *Not Enough Understanding: Student experiences of diversity in UK universities*, London: The Runnymede Trust

²⁹ UUK, Equality Challenge Unit and SCOP (2005) *Promoting good “campus relations”: dealing with hate crimes and intolerance* London: UUK

³⁰ For more information on iCoCo’s work, please visit www.cohesioninstitute.org.uk

two colleges in our case study areas are building staff confidence and expertise in relation to the “safe college” agenda.

Equipping staff to deal with the safe college agenda

This college has taken a proactive approach, allocating £60,000 to invest in a leadership and cultural development programme for staff, which helps to equip staff with coaching skills and the means to address bullying.

A ‘personalised learning and support’ service has also been established to train staff as coaches and to enable them to open up the dialogue of multiculturalism. This is based on an approach called ‘motivational dialogue’ developed through Cornell University. This is managed by an ‘opportunities manager’ with a team of ‘super coaches’ who provide engagement support, opportunities support, and learning support.

The college also has a nurse trained in counselling, provides access to mental health services and a tutorial framework where teaching staff are encouraged to provide pastoral care as well as academic support.

Case study 4: Equipping staff to deal with the safe college agenda

Staff training and incident reporting

The college runs a programme of training and development for staff on equalities and diversity, disability awareness, cultural awareness, anti-bullying and harassment, and the “safeguarding” agenda. One Friday afternoon per month is set aside for staff development, plus one day in both January and July.

The college tackles safer colleges, community cohesion and the Prevent agenda all together under “safeguarding” and has all the relevant policies and procedures in place.

All incidents are reported daily to the duty manager, the college has a confidential helpline, ID cards, and a single point entry system.

Case study 5: Staff training and incident reporting

The Learning and Skills Network in partnership with the Association of Colleges has produced a resource for colleges to help them to manage conflicting rights and issues of discrimination. It outlines a series of dilemmas and recommended responses, and provides four key lessons for managing conflicting rights:

- Clear statements to prospective students: By providing to prospective students the course and college requirements on issues such as attendance, the objectives and criteria for assessment on the course, the course timetable including likely dates of assessments, the college places itself in a strong position in dealing with a complaint from an individual student that the delivery of the course breaches his/her rights
- Robust policies, properly followed: A college that has a robust and up to date equality policy that it understands and considers when setting other procedures and practices will be well placed to deal with situations where rights appear to come into conflict
- Communication: Frequently, disputes over conflicting rights arise as a result of a failure properly to communicate concerns and/or the reasons for decisions. Early discussion with students in which their rights and obligations are made clear will frequently resolve potential conflict before positions become entrenched

- “Justification”: Anxiety over the college’s response often arises as a result of uncertainty over whether decisions/policies/practices are justified. Confidence in the justification will be gained if it is critically examined. Be sure that assertions are backed by facts; ‘health and safety’ will often require a risk assessment; academic standards and course requirements will usually be justification, provided they are themselves proportionate; and college rules, determined by the governors and regularly reviewed, will often provide a sound basis for decisions.³¹

Further education colleges providing full-time tuition can additionally work through the tutorial system and classroom provision to build the “safe college” agenda. More than a third of the colleges we surveyed rated the promotion of equal opportunities in the classroom as being one of the three most important factors in building safe colleges, and just under one-third of colleges who responded rated student induction and training as an essential component. Many of colleges we consulted providing full-time tuition to students ran programmes to open spaces for debate which can be highly beneficial in relation to college relations. As the Ajegbo Report said, “engaging young people in sometimes controversial but deeply relevant views will excite them, involve them, develop their thinking skills and both raise standards and make our country an even better place.”³² The case studies below show how two colleges are achieving this in practice.

Fostering ‘Learner Voice’

‘Learner voice’ is central to all aspects of college life:

- It conducts surveys three times per year which include questions linked to the safe college agenda;
- It holds student focus groups;
- It has drop in sessions for students and staff;
- It gathers and responds to student opinions in a visible and proactive way to encourage students to want to have their say;
- Each course has two student representatives who meet with curriculum heads at least once per term. These individuals sit on the student council which is co-chaired by the Principal and a student;
- The senior management team runs a ‘you say, we do’ campaign to ask students their views and show how staff have responded.

Case study 6: Fostering ‘learner voice’

³¹ Learning and Skills Network (2007) *Managing Conflicting Rights and Issues of Discrimination: Promoting good relationships within the college community* Coventry: Learning and Skills Council

³² Ajegbo K (2007) *Identity and Diversity: A Curriculum Review* London: DCSF

Debating contentious issues

This Sixth Form College actively encourages debate among students, with a Debating Society that explores a very eclectic range of topics. It does not duck difficult issues, such as the factors surrounding Barack Obama's election as the first black President, US influence around the world, and whether hip hop is a positive aspect of youth culture. The society has also, in recent months, discussed controversial events, such as the situation in Gaza and the rights of the clergy to be members of the BNP.

The society is managed and supported by a member of staff and the college will often put teams forward in external debating competitions. Students involved in these debates get briefed and supported in developing their arguments and presenting them effectively. Students benefit from having their eyes opened to different ways of thinking about issues, as well as finding unexpected common ground.³³

Case study 7: Debating contentious issues

³³ Case study taken from DIUS (2009) *Learning Together to be Safe: A toolkit to help colleges contribute to the prevention of violent extremism* London: DIUS

SECTION TWO: THE ROLE OF UNIVERSITIES AND COLLEGES IN COMMUNITY COHESION

THE POLICY FRAMEWORK

The term 'community cohesion' and its adoption as an area of Government policy emerged from the official review of disturbances that took place in a number of Northern towns in the Summer of 2001.³⁴ The specific causes of the riots differed from place to place, but the review team found common underpinnings. In particular, they emphasised the fact that people were living 'parallel lives'; communities were polarised in many aspects of life, such as schools, community and voluntary bodies, employment, places of worship, language and social and cultural networks, and that these were underpinned by inequalities. The report argued that separation leads to ignorance which can easily grow into fear which can be exploited by extremist groups and others seeking to manipulate tensions. This is an analysis reminiscent of Allport's 'scale of prejudice'.³⁵ The team argued that there needed to be systematic attempts to foster meaningful interactions between groups, strong local leadership of the agenda, and that concerns about cohesion needed to be integrated into local regeneration projects and other major initiatives. They argued that the full range of local actors and institutions – from schools and colleges to the police and town planners – has a role to play.

Since the report was published, community cohesion has developed into an area of policy for central, regional and local government and the concept has been developed through practical work on the ground and a series of subsequent reviews and reports, such as the team's own progress report in 2004³⁶, and the 2007 report from the Commission on Integration and Cohesion. It is also integral to a number of the national indicators for local government, which are measured through the comprehensive area assessment.³⁷ The Government now defines community cohesion as shown below:³⁸

Our vision of an integrated and cohesive community is based on **three foundations**:

- People from different backgrounds having similar life opportunities
- People knowing their rights and responsibilities
- People trusting one another and trusting local institutions to act fairly

And **three key ways of living together**:

- A shared future vision and sense of belonging
- A focus on what new and existing communities have in common, alongside a recognition of the value of diversity
- Strong and positive relationships between people from different backgrounds

Table 1: UK Government definition of community cohesion

iCoCo has developed its own definition of community cohesion, which has been the definition used during this research project. It takes a broader approach, capturing the key elements of interaction, participation, equality, wellbeing, legal duties, and rights, and is outlined in the box below:

³⁴ Home Office (2001) *Community Cohesion: A Report of the Independent Review Team* London: Home Office,

³⁵ Allport G (1954) *The Nature of Prejudice* New York: Basic Books

³⁶ Home Office (2004) *The End of Parallel Lives? The Report of the Community Cohesion Panel* London: Home Office

³⁷ CLG (2007) *National Indicators for Local Authorities and Local Authority Partnerships: Handbook of definitions* London: CLG

³⁸ <http://www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/> (accessed 19 February 2010)

Community cohesion is both a process and an outcome, comprising at least six facets:

- Interaction between individuals, communities and wider society to promote trust and common understanding;
- Active citizenship: participation in civil society, in public institutions, the workplace and in political life;
- Equality of access to the labour market, housing, education, healthcare and social welfare, and evidence of progress towards equality of outcome across society;
- A society at ease with itself, with a real sense of security, welcome and belonging;
- Respect for the rule of law and the liberal values that underpin society; and
- The possession of civil, political and social rights and responsibilities.

Table 2: iCoCo definition of community cohesion

UNIVERSITIES AND COMMUNITY COHESION – GOVERNANCE AND PRACTICE

Community cohesion is not a new concept for higher and further education. In 1997, the Dearing Report argued that universities should see themselves as part of their local communities, playing “...a major role in shaping a democratic, civilised and inclusive society.”³⁹ The previously cited 2005 guidance for universities on dealing with hate crime and intolerance also pointed to the wider role of universities within their local areas.⁴⁰ Vice-Chancellors have a legal duty to promote good race relations, and many see this as the starting point for their role in relation to community cohesion. Ultimately, responsibility falls to the university’s Board of Governors or Council.

Almost all universities in our survey considered that they have a role to play in promoting good relations within their local area. Just over two-thirds had someone specifically designated with overall responsibility for managing relations with the local community (i.e. local government and authority agencies, community groups, opinion formers, and employers). Over two-thirds of these posts reported directly to the Head of the Institution. As with “campus relations”, there was no clear pattern of responsibility for this post, which included Director of Estates; Registrar; Community Liaison Officer; Pro-Vice-Chancellor for Community; Chief Operating Officer; Senior Marketing and Public Relations Manager; Provost; Pro-Vice-Chancellor External Relations; Equality and Diversity Manager; University Secretary; Dean of Students; Director of Operations; Security Manager; Head of Careers Service; and Chaplain.

Our research suggests that some universities are actively involved in community cohesion projects. In our survey we asked universities which activities they carry out and how often (from 1 infrequently to 5 more than once per month), and the majority were engaged more than once per month in volunteering schemes for students, partnership work with local organisations, and work with the local media; and approximately one-third were engaged at this level of frequency in mentoring schemes between students and local communities, outreach programmes with local organisations, and inter-faith work. **It would be useful to gather more detailed information on current practice within universities to test the representativeness of these results and encourage the spread of good practice within the sector.** The case study below outlines the approach of one of our case study universities in relation to community cohesion.

³⁹ The report of the National Committee of Inquiry into Higher Education can be downloaded from www.leeds.ac.uk/educol/ncihe

⁴⁰ Universities UK, Equality Challenge Unit and SCOP (2005) *Promoting Good “campus relations”*: *Dealing with hate crimes and intolerance* London: Universities UK

Playing an active role in promoting community cohesion

This university is taking steps to play an active role within the local community, driven by a desire to improve the student experience and increase employability by enhancing links with local businesses:

- The Vice-Chancellor sits on the district council's community cohesion strategy group where the university is taking a lead on equal opportunities and impact assessment;
- There is a wealth of volunteering activities for students;
- The university was instrumental in setting up a local organisation which brings together Christians and Muslims;
- The university has a close relationship with the local police force, aided by the fact that it offers training for Community Support Officers as part of its police studies course.

Case study 8: Playing an active role in promoting community cohesion

Our research suggests that attitudes towards the role of universities in promoting community cohesion vary from place to place, and institution to institution. Town-based universities appear to have an obvious interest in links between themselves and their local area. Caroline Gipps, Vice-Chancellor of the University of Wolverhampton, has been quoted as saying, "Because we (the University of Wolverhampton) are part of the community, it is critically important that we do what we can to be a part of and help to promote a cohesive community, but I am not sure that all universities see it as part of their role."⁴¹ These views were also expressed in many of our case study interviews with universities and local partners.

Many of the **post-1992 universities** offer vocational courses which in turn rely on strong relationships with local industry, and attract part-time local students who are also local residents. Deian Hopkin, the former Vice-Chancellor of London South Bank University, has said publicly, "Universities are evolving. We're really changing – we're not simply businesses, we've become part of the social and economic structure of the community. That in itself doesn't produce community cohesion but it's a facilitator... We're there to contribute to the economic and social wellbeing of the area."⁴² The case studies below describe the approaches taken by one of our anonymised case study universities, and that of Hertfordshire University which has been publicly reported elsewhere so is not anonymised here.

⁴¹ BECON (2008) *Fostering Shared Values and Preventing Extremism*, Newcastle Upon Tyne: BECON

⁴² Fearn, H 'Community Building' *The Times Higher Education* 31 January 2008

Actively promoting community cohesion

The university is engaged in a number of activities to promote community cohesion:

- Its student volunteering programme is run by the student union and volunteers can earn credits towards their degree. Students volunteer in schools and other institutions within the local community;
- The university accommodation department factors community cohesion concerns into its planning processes for new builds, holds regular meetings with residents to prevent 'town and gown' issues arising, and is beginning to involve students in these meetings, too;
- The Student Union left its Summer Ball facilities standing after the Ball to allow local community groups to use them at no cost before they were brought down;
- University buildings are available for community use.
- The university has partnered with the local city council, a further education college and local employer to turn a school into an Academy;
- The university is involved in community business start up support, helping many SMEs annually, and running start up programmes for the over 50s, women, and BMEs.

Case study 9: Actively promoting community cohesion

Partnering with local business

Hertfordshire University has geared its teaching and research to the needs of the local economy; staff are encouraged to run businesses, most undergraduates undertake work experience, networks are established with small and medium sized enterprises, and access to university expertise is provided through the Innovation Centre.⁴³

Case study 10: Partnering with local business

Other universities may need to work harder to establish relationships and obtain the benefits for their institutions, staff and students. Campus-based universities might be inhibited by the physical barriers between them and the local community and partners, although students often live off campus during their studies; **research-intensive institutions** tend to collaborate less with local communities as part of their day-to-day work, although some – like Bradford University – have a long tradition of locally-focused research. Local authority officials and police officers we interviewed reported the difficulties of engaging **universities with a collegiate structure** because power and decision making is decentralised to the individual colleges of the university. The nature of the role and case for community cohesion will be different for each university so there is no room for a 'one-size-fits-all' approach and there are variations within the overall trends outlined here.

The market in higher education might help to explain the interest of universities in good community cohesion. Universities place a heavy emphasis on the 'student experience' which extends beyond course content, accommodation and facilities, to include the local area. These concerns are particularly important for certain types of students, notably international students, which account on average for 8% of university income, although they are more heavily concentrated in some universities than others.⁴⁴ Students are also coming from further afield: non-EU students have increased from 6.3% of all students in 1996/7 to 10.1% in 2006/7, an increase of 118% in absolute terms.⁴⁵ One university manager we interviewed described the racist abuse his

⁴³ Sainsbury D (2007) *The Race to the Top: A review of Government's Science and Innovation Policies* London: HM Treasury

⁴⁴ Cemmell J and Bekhradnia B (2008) *The Bologna process and the UK's international student market* available at www.hepi.ac.uk/downloads/36Bolognaprocessfull.pdf

⁴⁵ Higher Education Statistics Agency (2008) *Resources of Higher Education Institutions 2006/7* Cheltenham: HESA

international students have received walking through a deprived white working class neighbourhood adjacent to the campus. In response, the university – a research-intensive institution which had not previously prioritised community outreach – has now begun to engage with residents’ groups on the estate. There are concerns that these kinds of problems will increase during an economic downturn. **Some universities have used their international students as a resource.** For example, Sunderland University uses the knowledge of these students to help explain difference and build links with the local community.

Some universities are using course content to improve local relationships. For example, one of our case study universities has developed strong relations with the local police force because its Police Studies Course offers training on how to be a Community Safety Officer (CSO). They have recognised this benefit and exploited it at a strategic level so that the university and local police force enjoy an open partnership on a range of issues. **Other universities are thinking about the ways they can make their courses more accessible to local communities** through affiliate courses, courses by correspondence, or ones run through community organisations. This helps them to become more permeable to local communities and can turn them into safe and trusted spaces. **Some open up their facilities for use by local communities,** and in small towns and rural areas the university may be the only owner of some specialist facilities. For example, the Hertfordshire Sports Village was deliberately built to twice the capacity needed by the university and in 2008/9 saw over 70,000 visits by local users.⁴⁶

Some universities have established community development programmes to work in partnership with local communities, such as the Armagh Venture at Roehampton University, which brings together school students from both sides of the divide in Northern Ireland for one week to break down differences. The University of Brighton used charitable donations to establish the Community University Partnership programme involving academics and students which includes the use of sport to re-engage young people, homelessness projects and arts projects, all focused on the regeneration of Hastings.⁴⁷ Four Manchester-based universities recently collaborated on community urban regeneration projects including community cohesion, crime, health and wellbeing, and enterprise. The projects focused on the problems specific to the region and were based on the assumption that universities have an important role and can bring their expertise to bear in ways that benefit local communities.⁴⁸ The box below outlines how De Montfort University has collaborated with Leicester City Council to promote cultural and economic regeneration, an example we came across during the project’s literature review. Where they do not exist already, **universities should develop a strategy for local partnerships and engagement tailored to their own needs and the characteristics of the local area.**

⁴⁶ Green A ‘Universities and Place’ in Withers K (ed.) (2009) *First Class? Challenges and opportunities for the UK’s university sector* London: ippr

⁴⁷ HEFCE (2009) *Higher Education in England: Achievements, challenges and prospects* Bristol: HEFCE

⁴⁸ Kagan C and Duggan K (2009) *Breaking down barriers: universities and communities working together – Community Cohesion Thematic Evaluation Report* Manchester: Research Institute for Health and Social Change, MMU

Cultural and economic regeneration

Twenty years ago, De Montfort University (then Leicester Polytechnic) worked with the City Council to secure the future of the Phoenix Theatre, which was popular but loss making. It was renovated and reopened as the Phoenix Arts Centre, a space for contemporary arts, films and live performances.

The university has provided capital funding for the new Phoenix Theatre (Phoenix Square) which opened in 2009, and which is designed to provide a hub for new technology in film, entertainment, art, enterprise, research and education. Phoenix Square is a central element of the city's regeneration plans, and the project has provided a focus for university-community relationship development and partnership working.

<http://www.phoenixsquare.co.uk/>

Case study 11: Cultural and economic regeneration

Universities also need to consider their 'footprint' in the local area; the impact felt by local communities as a result of the institution's normal day-to-day business. This might relate to the way that students can skew labour markets at the expense of local people, increase pressure on local services, and their impact on other markets. For example, The Chartered Institute of Environmental Health has commented on the way students influence local housing sectors, whereby the proliferation of houses with multiple student occupants affects the character of some towns and cities. It can also lead to housing shortages for local residents, as landlords realise they can charge five students living in a terraced house much more than a single family. A concentration of students can also attract criminals, often resulting in a proliferation of burglary.⁴⁹ **University management and student union officials need to work together to reduce any adverse impacts that result from the institution's local footprint.**

Student Unions can play a significant role in coordinating community cohesion activities at universities. All the Student Unions we interviewed were heavily active in this area, looking outwards to community engagement as well as inwards to the immediate needs of their members. They were not just involved in set piece activities (fetes and carnivals) and volunteering schemes, but were also part of local forums, such as those established to tackle tensions between students and locals. Resources for all these activities can be stretched, and the annual turnover of elected representatives makes it important for university officials and local partners to maintain relationships with the permanent Student Union managers to ensure continuity. We came across numerous examples of **universities supporting and partnering Student Unions in this activity and this should be feature at all institutions.**

COLLEGES AND COMMUNITY COHESION – GOVERNANCE AND PRACTICE

Further education colleges tend to draw a much larger proportion of their students from the local area meaning they are perhaps more naturally 'of the place' than some universities. The Association of Colleges uses the term 'public value' to describe the wider contribution that colleges make to their local area, and the practice of promoting community cohesion is a central component of that framework. At a conference on community cohesion organised by LSIS in April 2009, it was clear that the concept was understood, welcomed by the sector, and leaders were able to provide many examples of their own good practice.

Like universities, almost all colleges in our survey considered that they have a role to play in promoting good relations within their local area. Just over two-thirds had someone specifically

⁴⁹ Doward J 'Student ghetto areas 'blight lives of locals'' *Guardian* 13 September 2009

designated with overall responsibility for managing relations with the local community (i.e. local government and authority agencies, community groups, opinion formers, and employers) and this person almost always sat on the college’s senior management team. They were also likely to be the same person responsible for the “safe college” agenda.

We uncovered many examples of colleges playing an active role in community cohesion, but in our survey colleges reported less frequent participation in this area than universities. There were no activities that the majority of colleges were engaged in at the highest level of frequency (more than once per month). The most popular activities were partnership work with local organisations, outreach programmes with local organisations, and volunteering schemes for students. One explanation might be that colleges – with their local student intake – contribute to community cohesion as much through the work they do *within* the college as that done outside, as exemplified through many of the case studies in the previous section on “safe colleges”. It might also be due to the huge variety across the sector; while colleges in highly diverse urban settings are well used to dealing with these issues, the majority are located in small towns and rural areas where diversity is lower and as a result community cohesion can appear to be less immediately relevant. The chart below shows the differences between universities and further education colleges in the activities they engage in more than once per month which are aimed at promoting community cohesion. **These disparities merit further study and analysis to explore their extent and whether they are more relevant to certain types of institutions within each sector.**

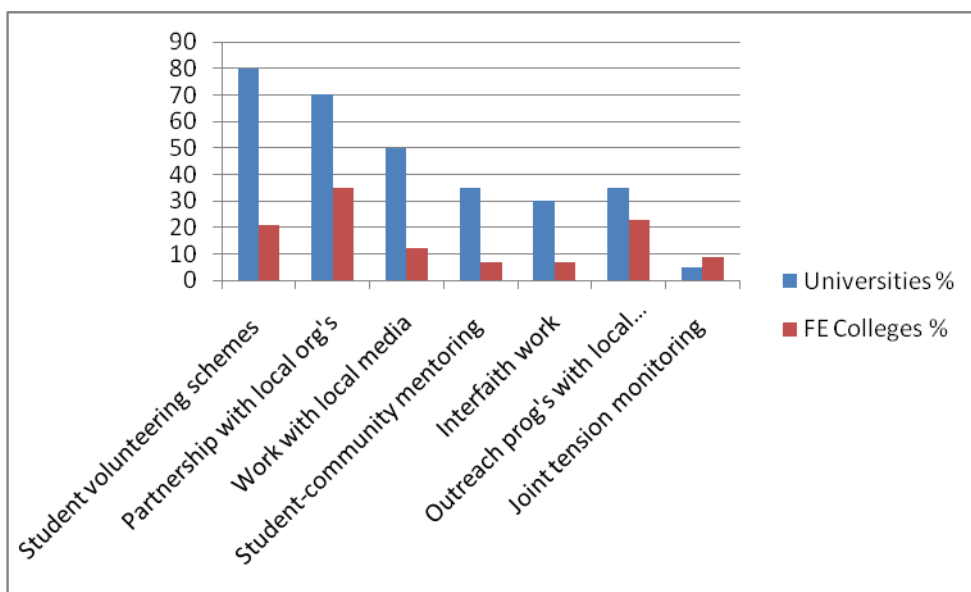


Chart 1: University and college activities conducted more than once per month aimed at promoting community cohesion

There is a significant potential role for colleges in promoting community cohesion. For those colleges offering the **citizenship curriculum**, this provides an opportunity to embed community cohesion as a concept amongst learners and increase understanding of diversity and difference. Many use their **tutorial system** to tackle cohesion, running discussions about topical issues. One institution we interviewed provided induction talks for students on what it means to be part of a community within the college and the local area. Another described a **joint initiative with the local police**, ‘Meet the Police’ sessions, where students could come face to face with the police, discuss how they work, challenge them on issues, and offer their feedback. Avon and Somerset police cooperates with local colleges to grant credits for students attending police college lectures. **Most**

colleges are now actively involved in some form of recruitment of international students,⁵⁰ and a study by the UK Council for Overseas Student Affairs found that students were satisfied with their teaching but had concerns about accommodation and fitting in. Many students felt lonely and in need of information to help them settle.⁵¹

Research shows that participation in adult learning can have a sizeable impact on social attitudes, and that there is a close association between adult participation in further education and engagement in civic and social activities.⁵² Another study comparing adults engaged in further education with similar adults who were not, found that involvement in academic, vocational, work-related or leisure-oriented further education contributed towards positive attitudinal change and heightened civic and political involvement. Participation among those taking one or two FE courses was 34% higher than those who were not.⁵³ The latter study also showed that attitudinal change came through involvement in a range of courses, not just the more academic. For example, racial tolerance among adults between the ages of 33 and 42 taking three to ten leisure courses increased by 73% more than would be expected had they not taken the courses.⁵⁴

Colleges can enhance social capital by developing social competences, extending social networks, and promoting shared norms.⁵⁵ A study by Tett and Maclachlan revealed a greater likelihood for female and older learners to go out regularly and be able to identify someone to turn to for help. They also found that there was more clarity among these learners about how they would become involved within their local communities.⁵⁶

Colleges and universities can act as ‘safe spaces’ within their local area. In 2003/4, 400,000 people attended public lectures given by academics,⁵⁷ there is scope to build on this role and also explore ways that university premises can be used for these and other discussions. In one of the case study areas, local Muslim communities agreed to take part in a discussion only on the condition that a controversial event was held at the local university which its members saw as an honest broker. This view was offered in a number of other places about both universities and further education colleges. There is scope to extend this role, but many institutions are financially constrained and the fiscal environment is getting tighter all the time. There are pros and cons of Government funding to support this kind of work, but this needs to be considered to make it easier for universities and colleges to become even more porous to local communities.

Colleges are also becoming more international; there were almost 40,000 non-EU students enrolled in further education in 2006-7. Many of these students are newly arrived asylum seekers and refugees, and one of the **important roles played by further education colleges in relation to community cohesion is the contribution they make towards the integration of new arrivals to the UK.** Colleges help them to develop their fluency in English – probably the most critical factor in

⁵⁰ Rutter J, ‘The global college’ in Dolphin T and Clifton J (eds.) (2010) *Colleges 2020* London: ippr

⁵¹ UK Council for Overseas Student Affairs (2006) *New Horizons: The experiences of international students in UK further education colleges*, London: UKCOSA

⁵² Field J (2005) *Social Capital and Lifelong Learning*, Bristol, Policy Press

⁵³ Feinstein L and Hammond C (2004) ‘The Contribution of Adult Learning to Health and Social Capital’, *Oxford Review of Education* 30.2: 199-221

⁵⁴ Feinstein L and Hammond C (2004) ‘The Contribution of Adult Learning to Health and Social Capital’ *Oxford Review of Education* 30.2: 199-221

⁵⁵ Schuller T, Brassett-Grundy A, Green A, Hammond C and Preston J (2002) *Learning, continuity and change in adult life*. Wider Benefits of Learning Research Report no. 3, London: Institute of Education

⁵⁶ Teff L and Machlachlan K (2007) ‘Adult literacy and numeracy, social capital, learner identities and self-confidence’ *Studies in the Education of Adults*, 39, 2, 150-67

⁵⁷ DIUS (2008) *A New ‘University Challenge’:Unlocking Britain’s Talent* London: DIUS

determining labour market participation among asylum seekers⁵⁸ – and other skills, to find work and improve their social and economic outcomes, as well as help them to integrate into British and local cultures.⁵⁹ The foreign-born population of the UK increased from 6.2 per cent in 1997 to 11.4 per cent in 2009 according to the Labour Force Survey, of whom almost half (45%) have arrived in the UK since 1999.⁶⁰ The Government policy of dispersion means that new arrivals are increasingly likely to be found in rural as well as urban areas, which can put a strain on colleges with little experience of meeting their specific needs.

UNIVERSITIES AND COLLEGES – ENGAGEMENT WITH LOCAL PARTNERS

We came across many examples of universities and colleges playing a central role in promoting community cohesion, both through their own activities as well as in partnership with others. But we found a higher level of outwards engagement among universities than colleges, which was most clearly demonstrated in the survey results but was reinforced in our interviews and discussions in workshops. We asked universities and colleges which local actors they engaged with on a regular basis (more than once per month) in relation to community cohesion, community engagement and outreach. With the exception of social services, universities reported that they engaged more often with all actors than colleges, although the results were much closer with respect to schools, the local authority and community groups.

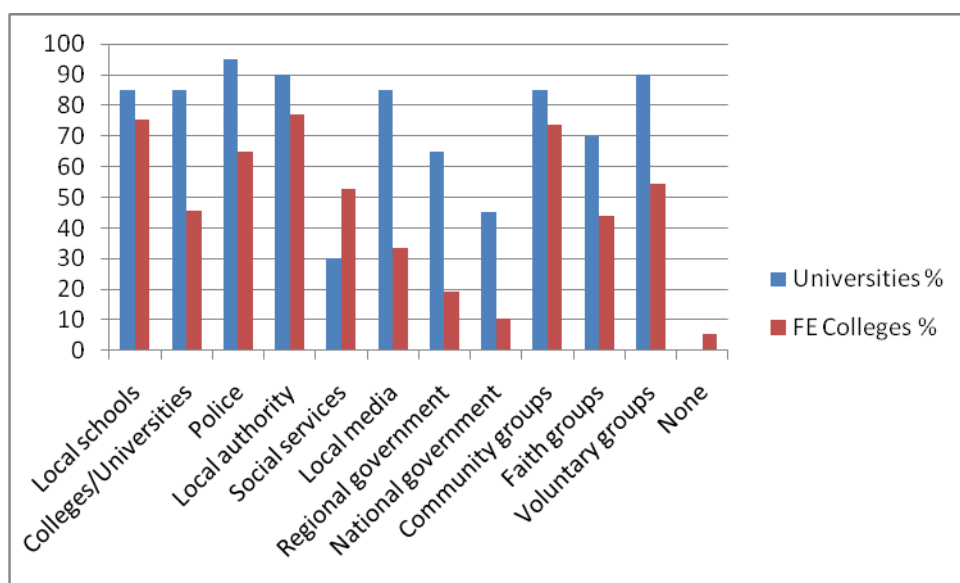


Chart 2: Outreach of universities and colleges in relation to community engagement

One of the most important relationships for universities and colleges across the three priorities of “campus relations” and “safe college” agenda, community cohesion, and the Prevent agenda, is with the local police. Research shows that police responses to this relationship vary from force to force and that there is a need for greater consistency.⁶¹ ACPO has produced guidance – in consultation with the Police Association of Higher Education Liaison Officers (PAHELO – see box below) – on the application of neighbourhood policing to higher education institutions, which sets out good practice for local police forces. It recommends that forces have a designated police officer

⁵⁸ Bloch A (2004) *Making it Work: Refugee employment in the UK*, Asylum and Migration Working Paper 2, London: ippr

⁵⁹ Spencer S (2007) *Refugees and Other New Migrants: A review of the evidence on successful approaches to integration*, Oxford: COMPAS and Home Office

⁶⁰ Statistics quoted in Rutter J, ‘The global college’ pp47-64 in Dolphin T and Clifton J (eds.) (2010) *Colleges 2020*, London: ippr

⁶¹ ACPO (2008) *The Application of Neighbourhood Policing to Higher Education Institutions* London: ACPO

for each of their local higher education institutions and states that the National Coordinating Office of Special Branch and the National Tension Team see this as key to supporting their objectives, too. The work of West Midlands Police has been recognised as good practice by Her Majesty's Inspectorate of Constabulary.⁶² Where they do not already, **police forces should ensure they meet the ACPO guidelines, which should be expanded to cover police relationships with the further education sector.**

The Police Association of Higher Education Liaison Officers – PAHELO

The Police Association of Higher Education Liaison Officers was formed in September 2001 and has approximately 50 members currently representing English, Welsh and Scottish universities. The association provides a forum for its members to exchange knowledge, keep up to date with crime trends, legislation, and other issues attached to Higher Education Institutions. It has specific aims to promote the importance of the role of the Police Higher Education Liaison Officer nationally and to all UK police forces; to work with national partners, for example the Home Office and National Union of Students, to reduce Higher Education (HE) campus and student related crime, and to be the focus and consultants of improving levels of policing Higher Education Institutions (HEIs) in the UK.

Membership costs £25 per year, and members are brought together annually to share latest thinking and good practice.

<http://www.pahelo.org.uk/>

Case study 12: The Police Association of Higher Education Liaison Officers

Our case study work suggests that university and college representation on local decision making forums is patchy and often dependent on the personal preferences for partnership among local authority chief executives, Vice-Chancellors and FE College Principals. For universities, this is beginning to change as their role in local economic regeneration is better understood and also due to the fact of their size as a local stakeholder and employer. Writing in a collection for the Institute for Public Policy Research (ippr), Alix Green is optimistic that universities will play a bigger partnership role in the future. The article speculates that the distancing of polytechnics from local authorities twenty years ago might have signalled a shift in focus for them away from higher education and reasserted the desire for independence across both new and old universities:

For whatever reason, universities may not always have been 'round the table' at local level, but this is changing and momentum needs to be maintained. It is now twenty years since the polytechnics were incorporated, leaving local authority control. In many cases, it has taken this time to rediscover localism, to come back around to the need for close working with civic authorities.⁶³

Our research suggests that further education colleges feature much less often in local authority forums and boards; they seem to slip through the net. Like universities, they are outside the remit of the local authority which might help to explain their absence. However, universities' size and importance to the local economy – in contrast to many smaller colleges – often warrant them a seat at the table in spite of this. In most of our case study areas, further education colleges were absent from the local strategic partnership, and equalities and community cohesion partnerships. Interviews with regional government offices also suggest that their links are less well developed with

⁶² www.police.homeoffice.gov.uk/performance - West Midlands Police Policy: Part One Order 37/2006, 'Policing Higher Education Institutions'

⁶³ Green A 'Universities and place' in Withers K (ed.) (2009) *First Class? Challenges and opportunities for the UK's university sector* London: ippr

further and higher education than with schools. **There are, of course, exceptions; some colleges are larger than their local universities, and in some places colleges work collectively and nominate one representative to sit on local boards on behalf of them all** (see the case study below which draws on publicly available information). Preston Strategic Partnership provides an example of a Local Strategic Partnership where both universities and colleges are well represented, with UCLAN and Preston College members of the board. **Local authorities should review the composition of key decision making forums to ensure higher and further education institutions are adequately represented.**

Collaboration with local further education partners on community cohesion

The Lancashire Colleges Consortium is a coalition of twelve colleges that work together and pool resources on issues of non-competitive shared interest, such as community cohesion. As a group, they are about to start a project on community cohesion, drawing on the experiences of their different members. A number of the colleges in Lancashire have been at the forefront of community cohesion work, especially Burnley and Blackburn Colleges. The project will look at what works for colleges in relation to community cohesion, the lessons learned and make the case for colleges to play an active role within their communities.

<http://www.lancashirecolleges.org/>

Case study 13: Collaboration with local FE partners on community cohesion

It is possible that changes to the funding and governance arrangements for further education will help to integrate colleges further into local decision making forums. When the Learning and Skills Council is abolished, responsibility for funding full-time students aged 16-18 years will move to local authorities and be overseen by the Young People's Learning Agency, which might help to improve links between colleges, the local authority and other local partners. Responsibility for apprenticeships will move to the National Apprenticeship Service and for learners aged over 19 years to the Skills Funding Agency.⁶⁴ Greater participation will have an impact on capacity and resources for colleges, who may need additional support from Government or local authorities to ensure they can play a full role across the policy spectrum. The new economic development duty imposed on upper-tier local authorities also brings an opportunity to recast relationships between educational institutions and local partners in public service. Universities and colleges are major stakeholders and employers, and often play significant roles in local regeneration.⁶⁵ In Staffordshire, one university and the local FE colleges have teamed up with the local authority to do just that, as outlined in the case study below which we came across in our literature review.

⁶⁴ Widdowson J, 'Colleges in their local context' pp. 88-92 in Dolphin T and Clifton J (eds.) (2010) *Colleges 2020*, London: ippr

⁶⁵ Green A 'Universities and place' in Withers K (ed.) (2009) *First Class? Challenges and opportunities for the UK's university sector* London: ippr

UniQ – Partnership for regeneration

Three education partners – one university and the further education and sixth form colleges – and their funding bodies have come together with the city council and regional development agency to create UniQ, a £200 million investment over four years. While the short-term aim is the uplift of the physical area and the creation and retention of jobs, the council recognises that long-term returns will depend on education and the raising of skill levels. It is also anticipated that there will be positive knock-on impacts on the surrounding area which has suffered long-term decline.

The project will provide educational facilities, such as sports, a science centre and knowledge hub, but it is hoped that the project will result in an integration of educational facilities with community and civic spaces. The partnership brings together educational, civic and economic actors and can therefore take a holistic view. The project will also consider infrastructural remodelling to ensure the physical and built environments reflect the project's aims and ambitions.⁶⁶

Case study 14: UniQ – Partnership for regeneration

One gap revealed by the survey respondents in both universities and colleges is that few said they conduct joint tension monitoring work with local partners. Community tension is a state of community dynamics which may potentially lead to disorder or threaten the peace and stability of communities, so monitoring is central to the promotion of community cohesion. It includes tensions which relate to a number of different factors: political; community; immigration, asylum and refugee related; racial and religious; criminal; that stemming from national and international events that impact at the local level; and future tensions linked, for example, to anniversaries or planned demonstrations. iCoCo has pioneered tension monitoring arrangements in many parts of the country and has emphasised that it is an area where more partnership is needed.⁶⁷ **If universities and colleges are to play a meaningful role in relation to community cohesion, they need to be integrated into local tension monitoring arrangements, and in the first instance this may require support from local authorities and the police.**

Strong leadership is a critical component of success in ensuring that any policy area is translated into changed practice. This is especially true for community cohesion which runs through many different areas of work but is not itself mandated for universities and colleges. We found many examples of both university and college leaders playing a positive role in promoting community cohesion within their institutions and working hard to support local partnerships. For the further education sector, the Government has established a Champion Principals Group to provide support and good practice on the “safe college” agenda, community cohesion and the Prevent agenda (refer to the case study below). **DBIS is exploring ways of developing the work of the group,** and this is to be welcomed. This role within the higher education sector tends to be provided by Universities UK and GuildHE. **DBIS, in close consultation with UUK, GuildHE and the Heads of Higher Education Institutions, should explore whether there is a need to establish a Champion Group for the Heads of Higher Education Institutions.**

⁶⁶ Extracted from Green A 'Universities and place' in Withers K (ed.) (2009) *First Class? Challenges and opportunities for the UK's university sector* London: ippr

⁶⁷ iCoCo and Metropolitan Police Service *Understanding and Monitoring Tension and Conflict in Local Communities: A practical guide for local authorities, police service and partner agencies* Coventry: iCoCo

Champion Principals Group – Leadership and best practice

The Champion Principals group consists of a set of Principals, supported by the AoC, 157 Group and LSIS, who are keen to build a greater awareness of the potential contribution that the FE college sector can make to promoting community cohesion and preventing violent extremism in all its forms. Its members have personal experience that has highlighted that these issues cannot and must not be ignored and are committed to giving their time to support others in the sector who are facing challenges in these areas.

The Group works with the Government and sector bodies to spread best practice and ensure that the sector gets the best support on matters relating to community cohesion and the Prevent agenda. It played a leading role in the development of the toolkit for colleges, hosts events and discussions to allow college leaders to share ideas and best practice, and provides a network of mutual support to individual colleges around the country.

Its activities include:

- Playing a leading role in the development of the ‘Learning Together to be Safe’ toolkit;
- Helping to develop ‘The Role of FE Colleges in Preventing Violent Extremism: Next Steps’;
- Advising police via the National Prevent Delivery Unit on guidance for officers working with colleges;
- Contributing to BECTA’s guidelines for “safeguarding” Learners in a Digital World FE and Skills’;
- Writing to all local authority chief executives urging them to work collaboratively with colleges;
- Liaising with key partners on behalf of the sector: DCSF, DBIS, CLG, OSCT, Government Offices, Police, National Police Improvement Agency, Prevent Education Guidance Group;
- Organising seminars and workshops for the sector.

Case study 15: Champion Principals Group

Our research uncovered a number of initiatives that aim to collect and spread good practice, some of which are outlined in the table below:

Initiatives for collecting and sharing good practice on community cohesion

- iCoCo provides an online one-stop-shop for practitioners on community cohesion - <http://www.cohesioninstitute.org.uk/>
- Ofsted is identifying “outstanding” practice in community cohesion within colleges;
- AOC has produced guidance on community cohesion good practice – www.ofsted.gov.uk
- DBIS has commissioned QIA to collect case studies of good practice;
- The Champion Principals Group has been established to collect and spread best practice;
- QIA has also funded action research to map and establish effective ‘pastoral support’ practice and create a toolkit for practitioners;
- AOC London Region is gathering baseline data from London colleges on how they work with their communities to deal with issues such as gun and knife crime as a forerunner to producing a check-list of ideas and actions for colleges;
- IDEA runs a community cohesion community of practice and has collected a number of good practice case studies - <http://www.idea.gov.uk/idk/core/page.do?pagelid=8799379>
- Interfaith Network for the UK has produced a good practice code, *Building Good Relations between People of Different Faiths and Beliefs* (2000)
- LSIS has brought together a range of support and resources within the Excellent Gateway: <http://excellence.qia.org.uk/communitycohesion> It is currently collecting examples of good practice within the FE sector which will be available in the form of case studies.

Table 3: Initiatives for collecting and sharing good practice on community cohesion

SECTION THREE: THE ROLE OF UNIVERSITIES AND COLLEGES IN THE PREVENTION OF VIOLENT EXTREMISM

THE POLICY FRAMEWORK

The UK Government's strategy to combat international terrorism, CONTEST, was developed in 2003, made public in 2006, and updated in 2009. It has four strands – Prevent, Pursue, Protect and Prepare. The Prevent strand, which is the area relevant to this project, has five key objectives, outlined below, which are supported by two additional priorities: research and strategic communications.⁶⁸ Prevent incorporates a wide range of activities, including national projects (such as the Radical Middle Way and Campusalam initiatives), local Prevent programmes run by local authorities which often involve grants to community organisations, a programme of work and interventions carried out overseas which is led by the Foreign and Commonwealth Office, police engagement, and work with key institutions such as prisons and schools.

The five key Prevent objectives:

- To undermine extremist ideology and support mainstream voices;
- To disrupt those who promote violent extremism, and strengthen vulnerable institutions;
- To support individuals who are vulnerable to recruitment by violent extremists;
- To increase the capacity of communities to challenge and resist violent extremists;
- To effectively address grievances.

Table 4: Prevent objectives

The Prevent agenda has been controversial in its conception and delivery and has come in for criticism.⁶⁹ Some feel Muslims are wrongly singled out and made to feel guilty by association, a finding recently echoed by the Communities and Local Government Select Committee's report into the Prevent agenda.⁷⁰ Our experience in Northern Ireland taught us that this approach runs the risk of creating 'suspect communities' who not only have their human rights compromised, but may also stop cooperating with the police or become radicalised through these experiences.⁷¹ Others have accused the Government of using its Prevent projects as a front for intelligence gathering,⁷² an accusation that has been denied.⁷³

We also came across reports that Prevent funding has **heightened tensions within and between communities**, as people disagree about who should receive the money or are frustrated that funding is being diverted to Muslims away from other ethnic or religious communities. Its **near exclusive focus on Muslims** is inconsistent with approaches to cohesion and integration, where single-group funding should be the exception rather than the norm, as outlined in the report of the Commission on Integration and Cohesion.⁷⁴

⁶⁸ HM Government (2009) *Pursue, Prevent, Protect, Prepare: The United Kingdom's Strategy for Countering International Terrorism* London: The Stationery Office

⁶⁹ Briggs R, Fieschi C and Lownsborough H (2006) *Bringing it Home: Community-based approaches to counter-terrorism* London: Demos

⁷⁰ Communities and Local Government Select Committee (2010) *Preventing Violent Extremism: Sixth Report of the Session 2009-10* London: The Stationery Office

⁷¹ For an excellent account of this phenomenon in relation to the Troubles in N Ireland, see Hillyard P (1993) *Suspect Communities: People's experience of the Prevention of Terrorism Acts in Britain* London: Pluto Press

⁷² Kundani A (2009) *Spooked: How not to prevent violent extremism* London: Institute of Race Relations

⁷³ The Government statement can be downloaded from:

http://www.pickledpolitics.com/pictures/documents/homeoffice_pve_response.pdf

⁷⁴ Commission on Integration and Cohesion (2007) *Our shared future* Wetherby: Commission on Integration and Cohesion.

There are also questions about the extent to which it should focus solely on international terrorism when the extreme far right are more of a threat in some parts of the country, and the Royal Society has found that each university spends an average of £175,000 per year defending itself against animal rights extremism.⁷⁵

The 2009 updated CONTEST strategy expanded the remit of Prevent from tackling violent extremism to challenging extremism linked to international terrorism as well. It states that, “We will also continue to challenge views which fall short of supporting violence and are within the law, but which reject and undermine our shared values and jeopardise community cohesion. Some of these views can create a climate in which people may be drawn into violent activity.”⁷⁶ This has raised a number of concerns: who decides how extreme or which kind of extremism should be considered dangerous in a national security context? How do we ensure responses are proportionate and that the system is not vulnerable to abuse by individuals or groups with an agenda? And should groups with views that threaten cohesion be engaged in matters relating to counter-terrorism where they have a contribution to make? This is a grey area which is of special significance to educational institutions for whom freedom of research, speech, and thought are treasured values.

In recent months some parts of the Government have tried to develop a broader approach to Prevent. Speaking at the annual National Prevent Conference in Birmingham in December 2009, Communities Secretary John Denham was careful to stress that preventative efforts in relation to the CONTEST strategy remain focused on AQ-related and inspired terrorism, but that local areas must remain free to respond in locally sensitive ways, acknowledging the existence of a wider range of extremist threats and the need for cross community working.⁷⁷ This broader approach is not advocated across Government as a whole; a Home Office official stressed that tackling the far right had no place within the existing Prevent strategy when questioned at a recent regional Prevent conference. It is perhaps not surprising then that local actors report mixed messages from central Government and are confused about how they should focus their work on the Prevent agenda. The Government has recently published its first annual review of the CONTEST strategy, which acknowledges some of the problems experienced in delivering Prevent but stresses that the strategy remains correct.⁷⁸

The Government published its first piece of guidance for universities in 2006⁷⁹, a document which offered advice on how to recognise potentially dangerous behaviour, worked through a number of possible scenarios, and made a series of recommendations, which are summarised in the box below. The second box summarises later guidance for colleges. **The guidance was generally badly received within the higher education sector;** its language and content were criticised; some stakeholders were angry about the lack of consultation; many were concerned about the implications for staff-student relationships and academic freedom; and there were those who felt that the earlier UUK

⁷⁵ Universities UK, Equality Challenge Unit, SCOP (2005) *Promoting Good “campus relations”*: *Dealing with hate crimes and intolerance* London: Universities UK

⁷⁶ HM Government (2009) *Pursue Prevent Protect Prepare: The United Kingdom’s Strategy for Countering International Terrorism* London: The Stationery Office

⁷⁷ Denham J, speech to the National Prevent Conference, 8 December 2009, accessible via <http://www.communities.gov.uk/speeches/corporate/nationalpreventconf>

⁷⁸ Home Office (2010) *Pursue, Prevent, Protect, Prepare: The United Kingdom’s Strategy for Countering International Terrorism Annual Report* London: Home Office

⁷⁹ DIUS (2006) *Promoting Good “campus relations”: Working With Staff And Students To Build Community Cohesion And Tackle Violent Extremism In The Name Of Islam At Universities And Colleges* London: DIUS

guidance on “campus relations” sufficiently covered the role of universities in relation to violent extremism.⁸⁰ Following a consultation process, the Government issued revised guidance for universities in January 2008 and separate guidance for colleges in February 2009 (see box above). Speaking ahead of the launch of the new guidance in a speech to the Fabian Society in November 2007, the then Minister for Higher Education, Bill Rammell, stressed the role of universities:

*The privileges of academic freedom, the privilege of power to help shape young minds, also bring grave responsibility. Part of that responsibility, an important part, is for members of the scholarly community also to function as full members of the wider society in which they live. They must recognise that our society does face a threat which differs in scale and nature from that we have experienced before. Just like the rest of us, they have to be aware that there must be a trade off between liberty and security. Asking people to be aware of reality hardly amounts to the Barbarians standing outside the gates of academe.*⁸¹

Promoting Good “campus relations”: Working With Staff And Students To Build Community Cohesion And Tackle Violent Extremism In The Name Of Islam At Universities And Colleges, 2006

Recommendations:

- Integration: Ensure equality of opportunity for all, increase participation and promote interaction between different groups by ensuring all societies are inclusive, setting up interfaith boards and funding events that bring different people around a common issue or cause.
- Engagement: Encourage students to play a full and active role in wider engagement with society through, for example, political activism or volunteering.
- Protecting Students from Recruitment to Violent Extremism: E.g. publicise how violent extremist groups operate and recruit, and who to contact with any concerns, activate assessment of whether specialist support mechanisms should be implemented for students who may be deemed to be more susceptible to recruiters.
- Publicising Sources of Further Information and Support
- External Speakers: establish a policy of ensuring beforehand that external speakers do not adhere to or advocate violent extremism.
- Developing an Institutional Standard outlining what behaviour is allowed within the campus community and what is not.
- Incident Planning: have emergency plans in place to respond to an incident.
- Consultation Process: If an incident is judged to be serious then HE providers should consult the authorities immediately. For a less serious incident, an alternative process is suggested.

Table 5: UK Government guidance for universities and colleges on community cohesion and the Prevent agenda (2006)

⁸⁰ Universities UK, Equality Challenge Unit and SCOP (2005) *Promoting Good Campus Relations: Dealing with hate crimes and intolerance* London: Universities UK

⁸¹ Rammell B *The Last Shadow of Liberty? Academic freedom in the 21st century*, speech to the Fabian Society, 27 November 2007

Learning Together to be Safe: A toolkit to help colleges contribute to the prevention of violent extremism, 2009

Objectives:

- To promote and reinforce shared values; to create space for free and open debate; and to listen to and support mainstream voices;
- To break down segregation amongst different student/learner communities including by supporting inter-faith and inter-cultural dialogue and understanding and to engage all students/learners in playing a full and active role in wider engagement in society;
- To ensure student/learner safety and colleges that are free from bullying, harassment and intimidation;
- To provide support for students/learners who may be at risk and offer appropriate sources of advice and guidance;
- To ensure that students/learners and staff are aware of their roles and responsibilities in preventing violent extremism.

Table 6: Learning Together to be Safe

The potential role of universities and colleges came into focus again at the end of 2009 when the so-called ‘Christmas Day bomber’, Abdul Farouk Abdulmutallab, attempted to detonate a bomb on a transatlantic plane bound for the United States of America.⁸² A former student of University College London (UCL), it has been alleged that Abdulmutallab was radicalised during his time at university, an allegation which is being investigated by UCL⁸³ but which Lord Mandelson said he thought was unlikely in a letter he sent to the Heads of all Higher Education Institutions in February 2010.⁸⁴ In response, Universities UK has established a working group to look at how universities can best protect academic freedom and freedom of speech on campus in the face of the need to prevent violent extremism, conflict and racial and religious tension. It will also consider how universities can work with relevant organisations, nationally and locally, to protect students, staff and the wider community from illegal conduct. The group is chaired by Professor Malcolm Grant, Provost of UCL, and includes several Vice-Chancellors, a number of senior staff from universities and representation by the National Union of Students (NUS). One of the key tasks for the Group will be to gather views from universities across the UK on their experiences and practices to provide a basis for enhancing sector information on these important areas, for circulation later in 2010.⁸⁵

UNIVERSITIES AND COLLEGES – RESPONSE AND GOVERNANCE IN RELATION TO THE PREVENT AGENDA

Our research shows that universities and colleges are aware of the threat from international terrorism and understand that they have a role to play. The majority of universities and colleges we surveyed or interviewed thought that the Government’s response to international terrorism was proportionate to the threat and almost all had a knowledge and awareness of activities relating to the prevention of violent extremism before reading the survey or being interviewed. Most of those we interviewed agreed that their institutions – as responsible citizens – have a role to play, although there are disagreements about the nature and extent of their contribution. As one Vice-Chancellor

⁸² Johnson A and Dugan E ‘Wealthy, quiet and unassuming: the Christmas Day bomb suspect’ *Independent* Sunday 27 December 2009

⁸³ UUK, ‘UUK to establish working group following arrest of Umar Farouk Abdulmutallab’ 6 January 2010 accessed via <http://www.universitiesuk.ac.uk/Newsroom/Media-Releases/Pages/UUKworkinggroup.aspx>

⁸⁴ His letter has not been published.

⁸⁵ UUK, ‘Update on Universities UK academic freedom working group’ 26 February 2010 accessed via <http://www.universitiesuk.ac.uk/Newsroom/Media-Releases/Pages/Update1workinggroup.aspx>

told us, “Universities have public duties to play a role and take partial responsibility for these agendas. We don’t want to brush things under the carpet.” Forty per cent of the universities who responded to the survey had already had some involvement with the Prevent agenda, whether through changing policies, reporting concerns or responding to an incident, which was twice as many as colleges. **A minority of Vice-Chancellors and FE College Principals among the respondents reported that staff had expressed concerns about their role, or that of the institution, in relation to the prevention of violent extremism.** There is widespread evidence that individual staff across both sectors do not feel confident in handling these issues themselves (as outlined in the next section).

Universities and colleges are beginning to incorporate the prevention of violent extremism into their governance systems. Just over half of the universities who responded to the survey had someone specifically designated as having overall responsibility for work relating to the prevention of violent extremism, and where they existed around two-thirds of these posts reported directly to the Head of the institution. Just under two-thirds were carried out by the same person responsible for “campus relations” and community engagement. These posts were filled by people with a variety of job titles, including Dean of Students; Registrar; Community Liaison Officer; Director of Student Operations and Support; Chief Operating Officer; Equality and Diversity Officer; Chaplain; Provost; Security Manager; and University Secretary. **More of the colleges than universities that responded had someone with responsibility for work relating to the prevention of violent extremism.** Of these the vast majority sat on the college’s senior management team, and just over half were the same people responsible for the “safe college” agenda and community cohesion, which reflects a desire within the sector to manage their response to the Prevent agenda within a safeguarding and “safe college” portfolio rather than through a new Prevent-focused policy framework.

Universities and colleges are beginning to incorporate the Prevent agenda into their policy frameworks, although only a minority of survey respondents had a specific policy relating to the prevention of violent extremism. However, the majority of universities who responded felt it was covered within existing policies, meaning that four-fifths either directly or indirectly had policies relating to the prevention of violent extremism, but only half of the colleges who responded were in that position. For those universities, it was covered in the Code of Conduct for Students; The Values of the University as set out in University Plan; University Regulations; Dignity at Work and Study Policy; Freedom of Speech; Harassment and Bullying policy; Equality and Diversity strategy; Student Disciplinary Code; Prevention & Management of Violence Policy; Good Campus relations and policy on public meetings. For the colleges who responded, the Prevent agenda tended to be covered in policies such as anti bullying; child protection; equal opportunities; equality and diversity; gender, race and disability policy; respect for all policy; safeguarding; single equality scheme; student code of conduct; and the student disciplinary policy.

The results of our survey and interviews suggest that universities consider the work they conduct in relation to good institutional relations makes an important contribution towards the prevention of violent extremism. Our survey asked universities about the kinds of activities that are part of their institution’s role in relation to the prevention of violent extremism and there was a strong connection between good “campus relations” and the prevention of violent extremism. The key components for respondents were promoting good student relations between different minority groups and maintaining relationships with external agencies, such as the police, local authority, social services, and regional and national government. The vast majority also thought that policies and procedures in relation to bullying and harassment, and training for staff and students were important. Interestingly, almost three-quarters of respondents said they would inform the authorities if they had a concern about individual student.

Like universities, the further education colleges we surveyed and interviewed made a strong connection between the “safe college” agenda and the prevention of violent extremism. The Principals and staff we talked to consider this to be the most appropriate umbrella because it fits well with the vulnerability agenda, comes with mandatory requirements, and is one that staff feel comfortable using. One Principal commented, “Using child protection guidance and procedures makes sense because they are well established and understood by staff. My staff were nervous about the ‘PVE’ [preventing violent extremism] agenda, but they are happy for it to be dealt with within safeguarding.” Almost all colleges who responded to our survey thought that promoting good student relations between different minority groups and developing policies and procedures in relation to bullying and harassment were important factors in the prevention of violent extremism. The case study below provides an example of a college which takes a broad approach to Prevent work. Our research also shows that colleges place a strong emphasis on maintaining relationships with external agencies; the vast majority of those surveyed rated highly their relationships with the police, local authorities, social services and regional and national government; and almost all of the colleges who responded said they would inform the authorities if they had concerns about an individual student.

Tackling the Prevent agenda through a college-wide ‘Respect’ campaign

This College takes a joined up approach to safer colleges, community cohesion and the prevent agenda. It produced a prevent strategy in March 2009, which is about to be reviewed. Its work is being conducted under the umbrella of a Respect campaign involving both staff and students, which will involve a range of activities and will include training for staff. The college approaches its work in this area through the prism of “safeguarding” and its responsibility to protect vulnerable young people. It works in close partnership locally with the local authority, police, and community organisations, and sits on the local strategic partnership.

The college has strong and trusted relationships with the local police, helped by the fact that it has the contract to train all new recruits for the local police force. The college also has a police officer on its board of governors and regularly invites the police in for college events to ensure they are a familiar face to students and staff.

The college’s work includes:

- Providing forums for debate, both among students and also with local partners, including in partnership with a nearby university;
- Developing tutorial resources;
- Supporting vulnerable students;
- Providing training and development for staff and governors;
- Revising college policies: ICT, use of premises;
- Developing college facilities to promote equality, celebrate diversity and meet needs: multi-faith/no-faith chaplaincy team, annual Celebrating Diversity Week, social spaces to break down barriers, activities through Equality and Diversity Working Group.

Case study 16: Tackling the Prevent agenda through a college-wide ‘Respect’ campaign

The Government’s guidance to further education institutions outlines a three tiered approach which is built on the foundation of policies such as Every Child Matters, community cohesion, equality and wellbeing, with more targeted support and interventions layered on top (see table below⁸⁶). But senior managers we interviewed in the sector still regard this as too security top-heavy, and would

⁸⁶ DIUS (2009) *Learning Together to be Safe: A toolkit to help colleges contribute to the prevention of violent extremism* London: DIUS

like more work to identify how, in practice, the Prevent agenda can be delivered through other areas of policy, such as “safeguarding”. Blackburn College – whose Principal is a member of the Champion Principals Group – was acknowledged by many we interviewed as an example of good practice. The college organises its work on Prevent around five actions: awareness, external communication and partnership, learning and development, IT, communication, premises, and college ethos.

Support to individuals	<ul style="list-style-type: none"> Provide effective student support processes Raise staff awareness on key issues Form good links with families, police and other partners to share information Access external support from statutory or voluntary organisations
Targeted activities related to preventing violent extremism	<ul style="list-style-type: none"> Use curriculum to challenge extremist narratives Allow space for debate and increase staff confidence in discussing controversial issues Understand local issues and tensions with help from local authority and police Develop a network of community contacts and links with mentors and role models
Universal actions	<ul style="list-style-type: none"> Promote Every Child Matter outcomes, community cohesion, equalities and well-being Implement effective anti-bullying policies Focus on narrowing the attainment gap for all groups Encourage active citizenship and learner voice Links with families and local communities

Table 7: Tiered approach to Prevent

Among survey respondents, a majority of colleges and just under half of universities had reviewed their risk management system to ensure it adequately incorporated risks relating to the prevention of violent extremism (including animal rights and far right extremism). Among those who had not, some failed to do so through oversight or as a result of stretched capacity. But there were also genuine concerns within the sector about the possible negative implications of conducting a risk assessment, which would tend to be partially based on information that might be difficult to record in the normal way. As the AOC has commented, “there may be issues over disclosure, over the recording of evidence, of confidentiality”, and some institutions may be concerned about possible Freedom of Information requests in relation to these assessments.⁸⁷ **The Government should provide support to universities and colleges on risk assessment and management in relation to the Prevent agenda, and find ways to address these legitimate concerns.**

⁸⁷ AOC (2008) *The Role of Further Education Providers in Promoting Community Cohesion, Fostering Shared Values and Preventing Violent Extremism: A submission from the Association of Colleges* (available from www.aoc.co.uk)

The case study below describes the response of one of our case study universities, which has audited its various policies to ensure they meet the requirements of its role in relation to the Prevent agenda.

Pioneering a leadership and support role on the Prevent agenda

This university received a small grant from local prevent funding in order to audit its own prevent work and identify gaps. There were concerns among its community links about it engaging with the Prevent agenda, but the university was able to work through trusted community links to reassure partners and stakeholders that the work was legitimate and necessary and that it would be conducted in a way that would not contradict the university's values.

The university has conducted a lot of work on the prevent agenda. It has:

- Audited itself in relation to Prevent and is satisfied that it meets DBIS' guidelines;
- Established a Prevent steering group consisting of internal and external stakeholders (local police, local District Council, the university's Equality team, the Race Equality Council, the Student Union President, and a local community centre);
- Conducted training for university and college staff in how to identify and tackle extremist attitudes and behaviours;
- Produced guidelines about freedom of speech;
- Held a number of related events at the university;
- Produced a new bookings procedure;
- Produced guidance on ICT and provided related training for college and university staff;
- Adopted the CRE's 'Getting it Right' framework for evaluation;
- Explored the possibility of establishing a chaplaincy service at the university.

Case study 17: Pioneering a leadership and support role on the Prevent agenda

UNIVERSITIES AND COLLEGES – STAFF SKILLS AND CONFIDENCE

There are concerns across both higher and further education sectors about the skills and confidence of staff to deliver what is needed in relation to the prevention of violent extremism. Only half of the universities we surveyed and a quarter of colleges thought their staff were equipped to recognise a student vulnerable to recruitment to extremist violence. One Vice-Chancellor we interviewed told us, "I don't feel my staff are well equipped. They are anxious that they will do the wrong thing, and need help in interpreting the signals and knowing where to take their concerns. As part of this, we are looking to develop relationships for staff so they have someone they trust to go to – either inside or outside the university – to reality check things before they get involved in formal processes." A college Principal we interviewed echoed these apprehensions and pointed to the need to be sensitive to staff concerns, "We focus a lot on 'student voice' in colleges, but in this area we also need to think about 'staff voice.'"

The staff we interviewed were concerned about being able to recognise the signs of vulnerability and distinguish between radical or extreme views and dangerous intent, and were keen to ensure that students are not stigmatised through misunderstanding or prejudice. There is no profile or set of characteristics for someone vulnerable to radicalisation, and even the so-called 'experts' cannot agree on the causes and drivers. While initiatives are underway to improve the ability of staff to recognise vulnerability, it is questionable whether it is realistic to expect to up-skill large numbers of professionals within higher and further education sectors. Instead, our research leads us to the conclusion that resources should be focused on establishing dedicated trusted contacts for all institutions. This would provide the early and informal 'reality check' to which one of the earlier quotes referred. As one police contact put it, "We need people to know that they can pick up the phone in confidence when they don't know who else to talk to, that they will be taken seriously, but

that the person on the other end won't overreact." The box below describes some of the initiatives that are underway to support staff in universities and colleges.

Initiatives to support staff in universities and colleges to play an active role in the Prevent agenda

- The NUS has applied a 'no platform' policy to Hizb ut-Tahrir and al-Muhajiroun, which makes it easier for lecturers and teachers to make decisions about room hire and external speakers;
- Youth at Risk is a student leadership programme which develops the skills of university professionals to engage with harder to reach sections of the student body;
- The National Policing Improvement Agency is developing a Protecting Vulnerable People practitioner guidance tool, to support practitioners' level of awareness and decision making in identifying individuals who are vulnerable or 'at-risk' of being recruited or involved in violent extremism;
- Guidance issued by the Government, UUK and the AOC provides a number of practical case studies to help staff work through potential scenarios, such as meetings; lawful speech; protests; individual and group behaviour; displays of notices, distribution of literature and electronic communications; the banning of groups; and the governance of students' unions;
- UCLAN has developed an induction package for staff and students which is now being rolled out across the region (a more detailed description is provided in the box below).

Table 8: Initiatives to support staff in universities and colleges to play an active role in the Prevent agenda

Our research suggests that staff are also concerned about the personal risks they face as a result of getting involved in the Prevent agenda. We have received reports from Muslim staff within universities and colleges who worry that they are leaned on to offer a view on individuals or groups which in many cases they are not qualified to do. Some who are named members of staff in relation to Prevent have told us that they worry that they will be blamed if the wrong decision is made based on their advice. As one workshop attendee in this position commented, "I am the named person for police and local authority contacts, and am responsible for ensuring that staff and students have the information they need... You wonder whether you have the right knowledge and contacts to do this while managing the usual pressures of work. Being the named person can make you feel vulnerable as you will be held accountable if something goes wrong." In our background research, we came across UCLAN's 'Be Vigilant' induction campaign which seeks to provide relevant information to staff and students. It has been publicly reported, so we have not anonymised it here (see case study below).

UCLAN 'Be Vigilant' Induction Campaign

UCLAN has developed an induction package for staff and students, 'Be Vigilant', which was commissioned by Lancashire Constabulary and is for use by all higher education institutions in Lancashire. The work involved designing induction and training materials for students and staff; developing materials, such as podcasts, web-based and other technological aids; adding relevant information to the Student Handbook, Student Organiser, and Staff Handbook; and delivering induction and training sessions for students and staff. It is now being adopted by Edge Hill University, the University of Bolton, and Lancaster University.

Case study 18: UCLAN 'Be Vigilant' Induction Campaign

UNIVERSITIES AND COLLEGES – CURRENT PRACTICE

Universities and colleges make a positive contribution to the prevention of violent extremism everyday through their core educational activities⁸⁸ and by the very fact of bringing people together in an open and exploratory setting. Research has shown that taking accredited academic courses has a strong impact on promoting attitudes that contribute to social cohesion: those who took such a course showed increases in racial tolerance that were almost double the predicted increase for similar adults who took no courses at all. While it is unlikely that this would influence the views of extreme racists, it can help to prevent individuals from developing extremist attitudes.⁸⁹

There is also a role for universities and colleges in acting as safe spaces for the discussions and debates that need to be aired in relation to this controversial topic. As has been outlined, some institutions are seen as trusted partners, and open their doors to local groups to use their facilities. These are useful initiatives, but need to be properly resourced. One local authority official said of a local university, “We have used them as a venue for things because they have a reputation for being neutral and have a good standing with local communities.” Projects such as Campusalam (outlined below) provide online, as well as face-to-face, forums for these discussions among students.

Campusalam – online and face-to-face forums for debate

Campusalam was initiated in 2008 by the Lokahi Foundation, a multi-faith charity. It aims to provide physical and online forums for debate and discussion to help Muslim university students discuss the issues that concern them and organise events and gatherings. It also provides support and mentoring for students and university staff.

In line with the Prevent Strategy, Campusalam:

- Moves beyond a narrower focus on preventing ‘violent’ extremism to create a broad front on which to engage young Muslims to instil and support shared values through a wider range of activities and projects
- Undermines extremist ideologies by subjecting them to challenge and sustained, probing criticism through events; and subverting them through activities and interests that support core values
- Gives alternative views a voice and platform
- Supports mainstream Islam by providing accurate and unbiased information
- Disrupts the promotion and recruitment towards extremism by giving young people the skills to identify manipulative behaviour and techniques to disable and disrupt it
- Supports vulnerable individuals by providing a safe and confidential space to access information, support and hone needed skills
- Increases the capacity of student bodies to manage on-campus activity safely and effectively improves relations between student groups and students and staff with advice on handling difficult situations
- Provides students with a constructive methodology and platform to address grievances in a positive and problem-solving manner
- Gives information, advice and substance to university staff and authorities in creating positive and effective policies

www.campusalam.org

Case study 19: Campusalam – online and face-to-face forums for debate

⁸⁸ For a fuller discussion of the ways in which education can contribute to the prevention of violent extremism, see Davies L (2008) *Educating Against Extremism* Stoke-on-Trent: Trentham Books

⁸⁹ Preston J and Feinstein L (2004) *Adult Education and Attitude Change*. Wider Benefits of Learning report no. 11, London: Institute of Education

Additionally, universities can contribute through their own research and teaching which increases understanding of terrorism and related matters. CLG commissioned Cambridge University to conduct a piece of research on the philosophical and theological perspectives on what it means to be a Muslim in Britain today,⁹⁰ in part a response to the Siddiqui Report which found that Islamic teaching tended to be very Middle Eastern focused⁹¹, and HEFCE has announced £1 million funding for Islamic Studies teaching. Many of the research councils have prioritised terrorism and conflict-related research in their programmes and research calls. Providing the independence of this research can be ensured, this is a welcome development; counter-terrorism policy has not always been informed by a wealth of scientifically sound research, a gap the Government is looking to address.⁹²

Conducting this kind of research and teaching the subject areas are not without their challenges. During the course of our research, academics have raised concerns about the legality of their work, where they may be required to access and store material deemed unlawful because it incites terrorism or provides the practical knowledge to mount an attack (such as, for example, the so-called “Al Qaeda Training Manual”). They have also told us that they fear for their students, especially those who are Muslims or from countries such as Pakistan or those from the Middle East, who might be ‘under suspicion’ for their studies. These concerns are neatly summarised by one academic we talked to who said,

I will no longer be teaching Terrorism courses. I would like to, but it has become too difficult... Firstly, there is the fear element; a number of students, especially from overseas, are too concerned about what they can and cannot use as source materials... and I do not know what advice to offer them. Secondly, reading lists are submitted for checking to a departmental research ethics committee. The university authorities have now said that the book entitled 'The Al Qaeda Training Manual' - which students are advised to use by several other books - is actually 'illegal'. Technically... I am supposed to report such students to the police. I have asked those senior to me what I am supposed to do when this occurs, [but] I am left dealing with a matter of 'legality/illegality' on my own. I shouldn't be asked to teach on a course that could possibly lead to my arrest. And then there is the constant fear of a student complaint about the way I teach Terrorism and the possible consequences of that.

As the Government itself has acknowledged, it is of great importance that this research continues and academics must be protected to ensure they do not face legal proceedings during the course of their work and teaching. It is right that universities have the scope to establish their own policies on these matters, but there is little legal precedent for them to rely on and issues are rarely clear cut. It would therefore be sensible for the relevant **Research Councils jointly to establish a working group of academics, informed by the latest legal advice from the Ministry of Justice and policy guidance from DBIS, to offer help and assistance to individual universities or academics** when they have an ethical or legal concern about their research and teaching related to terrorism. This would also provide a forum for building up knowledge about good practice and precedent.

⁹⁰ Suleiman Y (2009) *Contextualising Islam in Britain: Exploratory perspectives* Cambridge: University of Cambridge

⁹¹ Siddiqui A (2007) *Islam at Universities in England: Meeting the needs and investing in the future* London: DIUS

⁹² Home Office (2010) *Countering the Terror Threat: Social and Behavioural Science: How academia and industry can play their part* London: Home Office

UNIVERSITIES AND COLLEGES – ENGAGEMENT WITH LOCAL PARTNERS ON THE PREVENT AGENDA
In May 2008, the Government issued guidance for local partners working on prevent which stressed the importance of partnership:

Colleges and universities have an important role to play in creating resilience and providing support to young people. With 80 per cent of people passing through further or higher education at some point in their lives, colleges and universities can foster shared values and encourage integration across cultures and faiths. They are crucial venues for real, open and honest debate on a wide range of issues. Local authorities and police should have clear links with their local colleges and universities, and should engage them in wider efforts to support the vulnerable individuals and build longer-term resilience to violent extremism.⁹³

It is unsurprising that universities and colleges in our survey engaged less frequently with local partners in matters relating to the prevention of violent extremism than they did community cohesion, as the latter is a more everyday concern for them. The table below highlights the trends, with key interlocutors being the police, local authorities, police special branch and community organisations. One of the most interesting findings from our survey was that colleges seemed to engage much less than universities; universities engaged twice as much as colleges with police special branch and regional and national government, and they engaged around one-third more often with local authorities than colleges. The only partners that college respondents said they engaged with more than once per month were the police and police special branch, but only a very tiny minority reported this. These survey findings were echoed in interviews with staff from higher and further education institutions, local authorities, and the police in each of our case study areas, and during discussions in our four regional workshops.

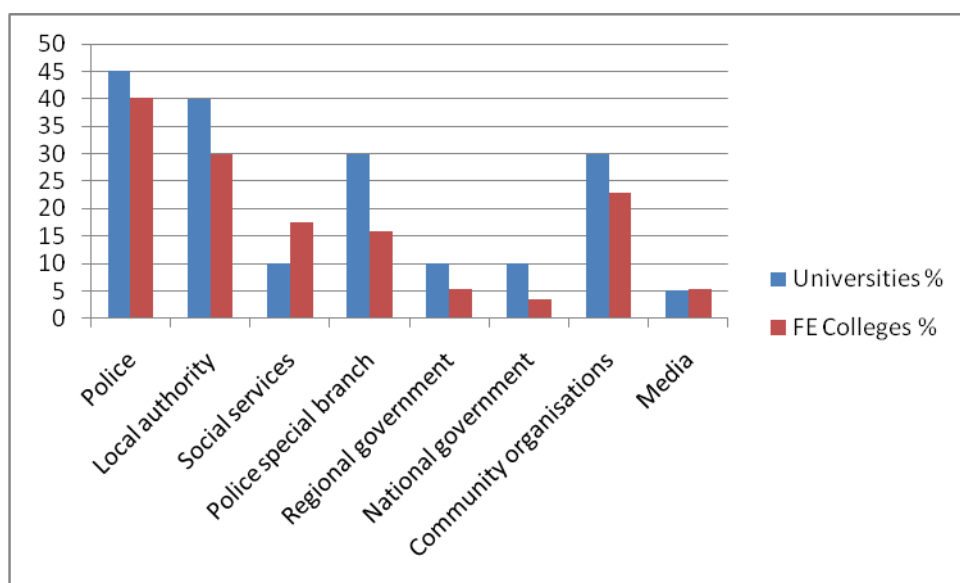


Chart 3: University and college engagement with local partners in relation to the prevention of violent extremism (for scores 3-5 in terms of frequency)

One possible reason for lower college engagement may be a tendency for colleges to slip through the net in terms of local forums and boards; colleges are only just coming under the auspices of the local authority in funding terms and most are not large enough to warrant a place on the key boards in their own right. Universities are also in this position, but their size often allows them to claim their

⁹³ Home Office (2008) *The Prevent Strategy: A guide for local partners in England* London: Home Office

place on these boards regardless of their separation from local authority governance. As was highlighted in the previous chapter on community cohesion, changes to the funding of further education in 2010 might have a positive impact on the integration of colleges into local and regional decision making forums, which could foster enhanced partnership. A sector representative commented during the research, “Joined up working is one of the key inhibitors to colleges playing a full and effective role on Prevent... they do not (yet) come under the auspices of the local authority which means that other partners do not have an obligation to work with them.”⁹⁴ And as we also saw, partners such as the police are reluctant to share information with them. **DBIS and CLG need to work together to help to join up efforts at the local level through local authorities and partnerships using guidance on local Prevent strategies, for example.** Of the Prevent plans we reviewed, very few included projects or activities with colleges or universities.

We came across examples of good practice where this gap is beginning to be addressed. For example, West Midlands Police has signed memoranda of understanding with all its colleges committing both sides to establish a point of contact. It is also exploring the possibility of setting up an FE working group on Prevent, and already has liaison officers with all universities. High Wycombe has funded Bucks New University to conduct work within its Prevent plan. And Bradford and Preston/Lancashire provide examples of good practice which are outlined in the box below. These case studies are not anonymised because they draw on publicly available information.

⁹⁴ This interview was conducted during the research, before the change to FE funding occurred.

Local authorities – Examples of good practice on HE and FE engagement on the prevention of violent extremism

Bradford's gold and silver prevent groups both incorporate higher and further education. Its gold group comprises senior representatives from the following organisations: Bradford Council, Primary Care Trust for Bradford and Airedale (NHS), West Yorkshire Police, Education Bradford, Voluntary, Community, and Business sectors, Bradford University, Bradford, Shipley and Park Lane, Keighley FE colleges, Incommunities, (formerly the Bradford Community Housing Trust). Its silver group is responsible for the effective implementation of the local prevent strategy and includes representatives from the police, local authority, Education Bradford, schools, FE colleges, higher education institutes, fire services, the primary care trust, the youth service and the probation service.

At the county level, **Lancashire county council** has established a CONTEST board to manage all aspects of the response to terrorism, and higher and further education institutions are represented by senior managers from UCLAN and Blackburn College. The strategy explicitly acknowledges the role of both further and higher education, and commits to working with both sectors to produce plans based on the DBIS toolkit.

Preston City Council and Lancashire Constabulary additionally have a Preston Prevent action plan. They have established a Prevent Board, which includes a representative from UCLAN, but not an FE college, although colleges are beginning to express an interest in being involved. Higher and further education sectors are represented within the plan:

- Establishing strong relationships with local colleges and universities is a key strategic priority;
- Act Now has been delivered at Preston College;
- Not In My Name has been delivered at Preston College and UCLAN;
- UCLAN is developing the 'Stay Safe' induction for further and higher education and the 'Be Vigilant' campaign; and
- The local police will begin a programme of briefings for key stakeholders, and are formalising their links with higher and further education institutions. The most established links are between the police and UCLAN.

Case study 20: Local authorities – Examples of good practice on HE and FE engagement on the prevention of violent extremism

Our research suggests that universities can also be difficult institutions to engage with. First, they are **large organisations and it can be hard for partners to navigate them** and work out who to engage on particular issues. As the research has shown, there does not appear to be a clear pattern of responsibility for community cohesion or the Prevent agenda. Second, **their size can make organisation-wide change slow.** As one local authority partner we interviewed put it, "We shouldn't rush universities; they are like little towns in their own rights and we need to be realistic about how much we can influence and how quickly they can bring about change." Universities and colleges can also be confused when different parts of the same organisation seek to engage them on different issues. As one police officer commented to us, "Universities feel bombarded by the range of different police contacts; first they have their own dedicated local officer, and now officers from within the counter-terrorism unit are trying to engage them, often without reference to their colleagues." This view was echoed by all our case study universities. Third, **their size and complexity can make it necessary for partners to engage with a variety of staff and departments rather than relying solely on the central administration.** This is especially true in collegiate-system universities, and where partners need to engage with a specific department on a discrete issue, such as the security arrangements for scientific laboratories.

Some of the universities and colleges we interviewed were cautious not to over-emphasise the threat from violent extremism or their role in responding for fear of reputational damage and sensationalist reporting. For example, one college Principal noted that the BNP locally seeks to capitalise on any prevent-related activities to push their anti-immigration and racist rhetoric which stirs up concerns among parents about the threat in relation to the college. This has also led to white flight in the area, which impacts on college attendance. At another institution, the student union representative commented that he thought his university's senior management were becoming increasingly risk averse, banning speakers and organisations from campus for fear of a media backlash.

There are concerns that local partners need to work beyond geographical boundaries. For example, Redbridge and Hackney don't have any higher education institutions, but many of their young people attend Brunel University; the nearest university to Crawley is in Brighton and Hove so in the next local authority area. And many FE Colleges draw students from outside their 'home' borough. Should local authorities follow the student or restrict their activity to their own geographical boundaries? It raises the need for greater partnership working between neighbouring local authorities, as well as at the regional level.

All the universities and colleges we consulted agreed that students were central to the success of their institution's response to the threat from violent extremism. One Vice-Chancellor commented, "I have learned to trust my students; they understand the issues going on in their community better than a Vice-Chancellor ever can." This can be done through the student union and student societies, with permanent staff within these bodies being particularly important in terms of continuity. Others appeal directly to individual students; for example, one police university liaison officer from South Wales we spoke to writes to the parents of all first year undergraduates each year to form relationships directly with students and their parents. To provide a sense of the impact, he receives on average 300 calls from parents each academic year linked to some aspect of student safety. The NUS is now able to provide enhanced support for student unions, since the creation of a full-time national Prevent post. This post will gather information about what is being done around the country and examples of good practice. **Given the centrality of students to a successful response, it would make sense for local authorities and partners, such as the police, to ensure they engage with them directly, too.**

THE NEED FOR INFORMATION SHARING

If growing numbers of non-traditional security actors (universities, colleges, local authorities) are to play a meaningful role in the prevention of violent extremism they need access to information and assessments relating to the local threat. Our research shows that they are frustrated with the reluctance of police to share information. Many of the local authority representatives we talked to were disappointed with local police attitudes; one senior official said in interview, "The local police lost credibility when they stressed the importance of the area adopting NI35 but were not able to tell us anything about the nature or level of the threat in our area. They told us that we were in the top ten areas of concern, but were not able to tell us how they had come to this conclusion. If police want localities to take this seriously, they need to share information that will help us to target our work better." Colleges have broader concerns about the willingness of partners to share information about students. In a response to Government consultation on community cohesion and the Prevent agenda, the AOC pointed to the fact that partners often hide behind the Data Protection Act or

concerns about FOI requests to avoid sharing educational, medical or social information with the college.⁹⁵

The performance framework for Prevent has created an opportunity for local authorities to share greater information with educational institutions in their area. One of the performance measures for NI35 – building communities resilient to violent extremism⁹⁶ – is the extent to which the authority knows and understands its Muslim communities. Some local authorities feel this singles out Muslims and have taken a broader approach. But whether a broad or narrow approach has been taken this requirement has generated the production of reports which map Muslim and other minority communities. These reports could be shared with colleges and universities, and local authorities should look for opportunities to do this, as well as request input from their higher and further education institutions.

There also appear to be inconsistencies relating to the vetting process: Council chief executives are offered security clearance but it is not usually available for local elected members, and limited material is declassified in order to allow wider dissemination. Some senior university and college staff are security cleared and have access to local special branch briefings, and security managers who are former police officers can often obtain information or informal briefings because they have pre-existing trusted relationships. But this is not necessarily true for those from other backgrounds. The Office of the National Coordinator Special Branches (NCSB) has urged police forces and counter-terrorism units to be more proactive in declassifying local threat assessments, and we saw evidence of this happening in some areas, but progress must be monitored. ACPO is also conducting a review into how local counter-terrorism threat assessments are compiled and shared, which provides an opportunity to shape a new approach. **NCSB and DBIS must be ready to apply further pressure if roll out is not consistent across all police forces, and DBIS should work with ACPO to ensure that the needs of universities and colleges are factored into its review process.**

DBIS should also lobby ACPO to recommend that local police forces improve their work with universities and colleges. Prevent Engagement Officers (or their equivalents) need to work cooperatively with existing engagement officers; local police should ensure that all universities and colleges have a named engagement officer; counter-terrorism units should be urged to de-classify as much intelligence as possible to improve information sharing; and the police need to see this relationship as one of equals.

UNIVERSITIES AND COLLEGES – RESPONSES TO GOVERNMENT GUIDANCE

Our research suggests that Government and sector guidance has reached its intended audiences. The vast majority of university respondents in our survey had read the UUK/Equalities Challenge Unit/SCOP guidance *Promoting good campus relations* and the Government's publications on the prevention of violent extremism, and the majority of those who had read them said they found them helpful. Three quarters of college respondents had read the AOC/DIUS/DCSF guidance *Learning Together to be Safe* and the Government's publications on the prevention of violent extremism, and the vast majority of those who had read them said they found them useful overall.

However, the majority of people we interviewed were critical of government guidance. First, most were critical of the lack of sector engagement during the drafting of government guidance, especially in relation to early guidance for the higher education sector. Second, many felt the

⁹⁵ AOC (2008) *The Role of Further Education Providers in Promoting Community Cohesion, Fostering Shared Values and Preventing Violent Extremism: A submission from the Association of Colleges* (www.aoc.co.uk)

⁹⁶ For a full explanation and guidance on NI35, please see <http://www.communities.gov.uk/documents/communities/pdf/747537.pdf>

guidance failed to recognise what universities and colleges have done already. Third, many felt the Prevent agenda was best managed through existing frameworks. Fourth, some felt the guidance was too generic and needed to be more tightly tailored to the different audiences within institutions.⁹⁷ The section below outlines a new broader approach to Prevent for universities and colleges that responds to these concerns, and those outlined earlier in relation to the Prevent agenda.

Few universities or colleges in our survey wanted further guidance from the government or sector bodies. The overwhelming message from both universities and colleges who responded was that they needed information about previous cases and examples of good practice to help them work through the practical implications for their institutions. There was a strong desire to move from theory into practice and from policy speak to sensible actions. There was also a sense from both sectors through survey results and interviews that they were waiting to see what would happen after a possible change in government and under a tighter fiscal environment; many anticipated that the Prevent agenda would disappear altogether. **DBIS should continue to support universities and colleges through providing examples of good practice and tailored support to individual institutions.** Centrally, its team is small and over-stretched, so it is unrealistic to expect it to be able to deliver this itself. It should therefore look to enhance the role of regional and local government and work through key sector bodies, such as UUK, GuildHE and the AOC. There is also scope for some of this material to be provided through a secure web portal.

There has been a misconception that university Vice-Chancellors and FE College Principals are entirely opposed to the Prevent agenda and have actively disengaged. Our research suggests this is not to be the case; institutional leaders have certainly been concerned about the introduction of the policy, the way it has been handled by the Government, and some of the early guidance. However, our discussions revealed many serious people trying hard to grapple with a difficult but important agenda, all the while doing so against a backdrop of competing demands, tightening budgets, and under an intensifying media spotlight.

Our discussions with Vice-Chancellors and FE College Principals suggest they are keen for serious, in-depth discussion on these issues in a forum where they can be open and honest, informed by real case studies and privileged security briefings. As one Vice-Chancellor put it, “What we actually need is space intellectually to think through these issues, with our peers, and in an environment of trust.” This should be a priority for future activities, whether government-funded, through umbrella bodies such as UUK, GuildHE or the AOC, or through independent third parties. **DBIS should support and facilitate safe and informal spaces for detailed briefings for senior HE and FE managers. It should also continue to strengthen the work of the Champion Principals Group and explore the possibility of a similar grouping for the Heads of Higher Education Institutions.**

UNIVERSITIES AND COLLEGES – A NEW APPROACH TO THE PREVENT AGENDA

One of the most consistent messages to emerge from our research is that universities and colleges strongly preferred to take a broader approach to the prevention of violent extremism, as has been reiterated throughout this chapter.⁹⁸ Al Qaida related and inspired terrorism is not the only form of extremism posing a challenge on campus, with animal rights, anti-semitism and Islamophobia present in many places.⁹⁹ As one Vice-Chancellor put it, “The government agenda seems to be more

⁹⁷ Sedgmore L (2008) *Community Cohesion and Preventing Violent Extremism: Initial discussions, messages and recommendations* (unpublished)

⁹⁸ See AOC (2008) *The Role of Further Education Providers in Promoting Community Cohesion, Fostering Shared Values and Preventing Violent Extremism: A submission from the Association of Colleges* (www.aoc.co.uk) and UUK, Equality Challenge Unit and SCOP (2005) *Promoting good “campus relations”: dealing with hate crimes and intolerance* London: UUK

⁹⁹ Renton D (2008) *Document on student extremism seriously flawed* London: Institute of Race Relations

and more focused on the Islamic threat, but in this region our Muslim students are more likely to be the recipients of violence rather than the perpetrators.”¹⁰⁰ This unease at a single community focus was echoed by consultation conducted for DBIS, which stated, “A key message is that colleges are in different contexts regarding violence and extremism and the need to respond relevantly to their specific contexts. For most, particularly urban colleges, knives, guns and gang violence impact more directly on their weekly life.”¹⁰¹

Institutions and local authorities want the flexibility to target their Prevent work to meet local needs. Some are doing this, such as one of our case study areas. The police representative we interviewed told us that the force focuses 10% of its efforts on the IRA, 5% on animal rights extremists, 10% on the far right, and 75% on Al Qaeda related and inspired terrorism. Other areas are doing this, but in a less open way. A college Principal noted, “My college is very near to one of the English Defence League’s main bases, so of course our local Prevent strategy should be broader than just AQ-related.”¹⁰²

Most of the universities, colleges and local partners we consulted were also reluctant to take a narrow approach because of the way it stigmatises Muslim communities; they argued that it is inconsistent with equalities and is counter-productive. As one local official put it, “It sits uncomfortably with the idea of working with all communities equally.” There is a wealth of evidence to show that single community focus in relation to counter-terrorism has negative generational impacts, and reduces rather than enhances national security,¹⁰³ and as mentioned above, this was the finding of the recent review of Prevent conducted by the Communities and Local Government Select Committee.

Other research also suggests that there are parallels between the factors making individuals vulnerable to violent extremism and those that are likely to contribute to young people joining racist or far-right groups: ideology and politics, provocation and anger, need for protection, seeking excitement and action, fascination with violence, weapons and uniforms, youth rebellion, seeking family and father substitutes, seeking friends and community, and seeking status and identity.¹⁰⁴

The table below summarises the ways in which the pre-existing work of colleges and universities contributes towards the Government’s Prevent objectives, and it is key recommendation of this report that **the Government should work with HE and FE institutions through the prisms of these alternative policy agendas, rather than seek to impose a new set of Prevent-specific policies and activities onto them.** Given the Government’s recent assessment that Prevent remains the right strategy, it is unlikely it will shift its approach to Prevent overall. But it can change the way it engages with universities and colleges, and our research suggests that this broader approach will – far from diluting the response – allow institutions to play a much fuller role and make a more significant contribution towards the shared and accepted objectives of preventing violent extremism and protecting those vulnerable to radicalisation and recruitment.

¹⁰⁰ An excellent and recent summary of these debates can be found here:

<http://www.nextleft.org/2009/03/fact-checking-nick-cohen.html>

¹⁰¹ Sedgmore L (2008) *Community Cohesion and Preventing Violent Extremism: Initial discussions, messages and recommendations* (unpublished)

¹⁰² See for example Lipsett A ‘Christian Group to take university to court’ *Guardian* 27 July 2007

¹⁰³ Briggs R, Fieschi C and Lownsborough H (2006) *Bringing it Home: Community-based approaches to counter-terrorism* London: Demos

¹⁰⁴ This is drawn from the work by Prof Tore Bjorgo at the Norwegian Police University College

Prevent objectives	Colleges	Universities
<i>To undermine extremist ideology and support mainstream voices</i>	<ul style="list-style-type: none"> • Encourage active citizenship, learner voice and safe spaces for debate • Establish strong and effective student welfare support services • Use curriculum to challenge extremist narratives • Teaching on relevant subjects, such as terrorism, conflict and Islamic studies 	<ul style="list-style-type: none"> • Encourage active citizenship, student voice, and safe spaces for debate • Establish strong and effective student welfare support services • Support the work of student bodies seeking to challenge extremist narratives and support mainstream voices • Teaching on relevant subjects, such as terrorism, conflict and Islamic studies
<i>To disrupt those who promote violent extremism, and strengthen vulnerable institutions</i>	<ul style="list-style-type: none"> • Maintain trusted relationship with local police • Raise staff awareness on key issues • Contribute to joint local tension monitoring 	<ul style="list-style-type: none"> • Maintain trusted relationship with local police • Raise staff awareness on key issues • Contribute to joint local tension monitoring
<i>To support individuals who are vulnerable to recruitment by violent extremists</i>	<ul style="list-style-type: none"> • Establish strong and effective student welfare support services • Maintain trusted relationship with local police 	<ul style="list-style-type: none"> • Establish strong and effective student welfare support services • Maintain trusted relationship with local police
<i>To increase the capacity of communities to challenge and resist violent extremists</i>	<ul style="list-style-type: none"> • Run structured programmes to promote community cohesion, working across communities 	<ul style="list-style-type: none"> • Run structured programmes to promote community cohesion, working across communities
<i>To effectively address grievances</i>	<ul style="list-style-type: none"> • Promote Every Child Matters outcomes, community cohesion, equalities and well-being • Focus on narrowing the attainment gap for all groups • Implement effective anti-bullying policies 	<ul style="list-style-type: none"> • Promote equality and diversity, good campus relations, well being, and community cohesion • Focus on narrowing the access and attainment gaps • Implement effective anti-bullying policies
<i>Research</i>	<ul style="list-style-type: none"> • Support students researching relevant topics for extended essays • Capture and spread good practice within peer groups • Teaching on relevant subjects, such as terrorism, conflict and Islamic studies 	<ul style="list-style-type: none"> • Conduct independent research to enhance understanding of the threat and appropriate responses • Capture and spread good practice within peer groups • Teaching on relevant subjects, such as terrorism, conflict and Islamic studies

Strategic communications	N/A	N/A
---------------------------------	-----	-----

Table 9: Contribution of universities and colleges to the Prevent agenda

Our recommendation is not that universities and colleges should shoe horn Prevent into other areas of policy, such as campus relations and the “safe college” agenda; that would risk compromising those important areas of work and having them subject to the same kinds of risks this report has outlined in relation to the Prevent agenda and its national implementation. But it would mean enhancing them to ensure they were fully cognisant of the specific additional needs in relation to the Prevent agenda, without becoming a part of it. Universities and colleges, although in the receipt of Government funding, are and must remain entirely independent institutions which remains in the best interests of them being able to fulfil their primary educational purpose. As such, they are especially concerned not to have their work instrumentalised; they are happy to contribute, but do not wish to become ‘agents of the state’.

This latter point reminds us of a difficult challenge facing the Government in relation to its counter-terrorism strategy. There is no doubt that a range of non-traditional security actors, like universities and colleges, have a role to play. However, in order to make a contribution they do not need to form part of the ‘official’ response, be recipients of Government funding, or operate under the control of the state’s security architecture. Establishing a comfortable ‘arms length’ relationship between the state and these institutions runs counter to the way security policy tends to be managed; it requires the Government to persuade rather than instruct, and to work in partnership rather than in control. There are of course exceptions to this; the Government must be able to mandate university laboratories handling certain materials to maintain minimum standards of security, for example, or require that college and university staff report illegal behaviour to the police.

If, as this report has argued, **the key contributions of universities and colleges to the prevention of violent extremism is through their teaching and research, the creation of safe spaces for debate, the provision of decent and effective student welfare support services, and the promotion of citizenship and community cohesion within their local areas**, then these are best handled through existing and well established frameworks that are not tainted by the controversies that have been a real and acknowledged limitation to the delivery of the Prevent agenda on the ground around the country. **If this is the role they are to play, to do so within the parameters of a narrow Prevent agenda would, in any case, be highly counter-productive.**

CONCLUSION

This report summarises the findings of a research project to explore the role of further education colleges and universities in relation to community cohesion and the prevention of violent extremism. The research aimed to improve understanding of the role of both sectors, capture the views of educational professionals, map current practice, highlight examples of good practice, and make recommendations for a range of actors about how to improve policy and practice. The report has done this, structured into three sections focused on first, community cohesion within the HE and FE sectors, especially in relation to “campus relations” and the “safe college” agenda; second, the role of universities and colleges in promoting community cohesion in their local areas; and third, the prevention of violent extremism as it relates to activities on, or linked to, university and college life.

“Campus relations” and the “safe college” agenda

The report has shown that the response of universities and colleges to “campus relations” and the “safe college” agenda has been reasonably good. Of the institutions we surveyed and interviewed, most had the relevant governance arrangements in place, and they felt staff had the skills and confidence to deal with agendas within their jobs. The majority also felt that relations between different student groups were “good” or “very good”, although there is no room for complacency as other research has shown problems do exist, and institutions need to ensure they have adequate systems in place to monitor tensions and report incidents to improve their visibility of problems. Institutions also need to continue to work hard to improve access for BME students and those from lower socio-economic groups; improve their support for international and local students; consider the impact of the built environment on “campus relations”; and work with student groups to limit the negative impact of alcohol on campus.

The report contains a number of recommendations for universities and colleges in relation to “campus relations” and the “safe college” agenda:

- Universities and colleges should ensure they have the appropriate governance arrangements in place with respect to “campus relations” and the “safe college” agenda;
- Universities and colleges should establish a system to record incidents and monitor tensions, working where appropriate with other educational institutions and local partners;
- Universities should establish programmes for their international students and work with other universities and colleges in their local areas to maximise resources and share good practice;
- Universities should work with the Student Union and other student groups to limit the negative impact of alcohol on campus;
- Senior managers need to factor concerns about “campus relations” and the “safe college” agenda into decisions about their institution’s built environment and facilities management;
- Universities and colleges should work closely with their Student Union or Council on matters relating to “campus relations” and the “safe college” agenda, and should also establish mechanisms for direct engagement with the student body;
- Universities and colleges should review their training provision to ensure staff understand the issues, their rights and responsibilities, and the institution’s policies and procedures;
- Where appropriate, further education colleges should additionally work through the tutorial system and classroom provision to build the “safe college” agenda;
- DBIS should support universities and colleges by providing examples of good practice and encouraging and supporting peer learning.

Community cohesion

The report suggests that universities and colleges are beginning to get involved in promoting community cohesion, with almost all universities and colleges we surveyed acknowledging that they had a role to play. They also reported having the necessary governance arrangements in place. However, the response is not uniform. For example, within the higher education sector our research suggested that post-1992 universities and those based in town centres tended to be more active, whereas campus-based, research-intensive and collegiate universities tended to engage less on the whole, although there are variations even within these patterns, too. It also suggested that colleges engage with local partners less frequently than universities, although we recommend further research to interrogate this finding, and speculate that this might be partly explained by the fact that colleges – being ‘of the place’ – promote community cohesion as much through activities within the college, as they do through local partnerships.

The research uncovered many examples of good practice, including universities that make their courses more accessible to local communities, institutions that open up their facilities for wider use, those that run community development programmes, as well as examples of institutions that are highly involved in local partnerships, forums and joint activities. Some colleges are additionally able to promote cohesion through the classroom and tutorial system, and also through their role in integrating new arrivals through English language provision. Professionals in both sectors reported the critical role of Student Unions and Councils and different student groups in promoting community cohesion. One of the key challenges for both universities and colleges in relation to community cohesion is ensuring they have the appropriate partnerships in place and are well represented on local forums, such as the community cohesion board or Local Strategic Partnership.

The report contains a number of recommendations for universities and colleges in relation to the promotion of community cohesion:

- DBIS should support the gathering of more examples of good practice among universities and colleges in relation to the promotion of community cohesion;
- Universities and colleges should develop a strategy for local partnerships and engagement tailored to their own needs and the characteristics of the local area;
- University and college management and student representatives should work together to limit any negative impacts that result from the institution’s local footprint;
- Universities and colleges should work in close partnership with student bodies on all aspects of the institution’s approach to promoting community cohesion;
- Universities and colleges make an important contribution by creating safe spaces for debate. Where they can continue this activity without additional support, they should do so. But DBIS should also explore with universities and colleges the potential for additional and arms-length support for these activities;
- Police forces should ensure they meet the ACPO guidelines relating to liaison with higher education institutions; and ACPO should extend these guidelines to cover further education colleges;
- Local authorities should review the composition of key decision making forums linked to the promotion of community cohesion to ensure higher and further education institutions are adequately represented;
- Local authorities and police forces should review tension monitoring arrangements to ensure universities and colleges are properly integrated;
- DBIS is currently exploring ways of developing the work of the Champion Principals Group, and this is to be welcomed. In close consultation with UUK, GuildHE and the heads of higher education institutions, DBIS should also explore whether there is a need to establish a Champion Group for the Heads of Higher Education Institutions.

Preventing violent extremism

Our research suggests that Vice-Chancellors and FE College Principals understand that the threat from international terrorism is real, and that all responsible individuals and institutions must do whatever they can to work together to prevent violent extremism. In fact, a large proportion of those surveyed reported having the necessary governance arrangements in place. Our survey respondents and interviewees also felt that the Government's response to the threat is appropriate and proportionate, and there was support for the broad aims of the Prevent strand of the CONTEST strategy, which seeks to work further upstream from the problem to prevent individuals from becoming violent extremists in the first place and putting themselves and others at harm.

Universities and colleges do not deny they have a role to play, whether through their core educational activities; by bringing people together in an open and exploratory way; by providing safe spaces for difficult discussions; through their own research and teaching into terrorism-related matters which improves understanding; or through student welfare provision. Our research uncovered many examples of good practice underway within colleges and universities, which were highlighted in the final section of the report.

Many of the professionals we consulted within higher and further education sectors felt that existing policies, such as campus relations, safeguarding and the "safe college" agenda, equality and diversity, anti-bullying, and community cohesion, may already provide an effective framework. These already incorporate the key pillars of an effective response by higher and further education institutions to the challenge of preventing violent extremism, as outlined in Table 9 which showed how the work of universities and colleges contributes to the Government's Prevent objectives. That is not to say that all institutions have exemplary or even adequate policies and practices, but that in theory these provide an adequate framework for organising their response to the current terror threat.

But many Vice-Chancellors and FE College Principals who took part in this research object to having this work subsumed within the Government's Prevent policy agenda. First, many have serious concerns about the way the Prevent strategy is being delivered in practice: its single community focus which stigmatises Muslims and fails to recognise the range of threats experienced at the local level; the burden it places on individual members of staff; the risks it generates for staff and institutions; and the way it has raised tensions and widened divisions on the ground. Second, many feel their contribution will be more effective, meaningful and sustainable if it is delivered through the daily pattern of institutional life and work, rather than through imposing another – especially controversial – policy agenda on top of an already complicated mix of issues. Third, many object to having their work instrumentalised; they are happy to contribute but do not wish to become 'agents of the state'. In relation to the kind of role highlighted in this report, to behave in this way would, anyway, be totally counter-productive.

The report makes a series of specific recommendations relating to the role of universities and colleges in contributing towards the prevention of violent extremism, but they are couched within a wider recommendation that a broader approach is developed for this work that sets it within the prisms of the other complementary areas of policy, rather than trying to subsume educational institutions within the Government's narrow Prevent delivery structure. The report recommends that:

- Universities and colleges should ensure they have the relevant governance arrangements in place; and DBIS should support them to ensure they adequately cover any additional requirements relating to the prevention of violent extremism and the protection of those vulnerable to radicalisation and recruitment;

- The Government should provide support to universities and colleges on risk assessment and management in relation to the Prevent agenda, and find ways to address the legitimate concerns being expressed by the higher and further education sectors;
- In order to address the concerns relating to research and teaching on terrorism and related issues, the relevant Research Councils and HEFCE should establish a working group of academics, informed by the latest legal advice from the Ministry of Justice and policy guidance from DBIS, to offer help and assistance to individual universities or academics;
- DBIS and CLG need to work together to help to join up efforts at the local level through local authorities and partnerships using guidance on local Prevent strategies, for example;
- Given the centrality of students to a successful response, it would make sense for local authorities and partners, such as the police, to ensure they engage with them directly, too;
- Local authorities should share with universities and colleges the community mapping documents they produce as part of their NI35 requirements;
- NCSB and DBIS must be ready to apply further pressure to police forces to ensure they respond to calls to declassify threat assessments; and DBIS should work with ACPO to ensure that the needs of universities and colleges are factored into its current review process of threat assessments;
- DBIS should continue to support universities and colleges through providing examples of good practice and tailored support to individual institutions, and enhance the capacity of regional and local government to provide more support, too;
- DBIS should support and facilitate safe and informal spaces for detailed briefings for senior HE and FE managers.

APPENDIX ONE: BIBLIOGRAPHY

ACPO (2008) *The Application of Neighbourhood Policing to Higher Education Institutions* London: ACPO

Ajegbo K (2007) *Identity and Diversity: A Curriculum Review* London: DCSF

All-Party Parliamentary Group Against Antisemitism (2006) *Report of the All-Party Parliamentary Inquiry into Antisemitism*, London: The Stationery Office Limited

Allport G (1954) *The Nature of Prejudice* New York: Basic Books

AOC (2008) *The Role of Further Education Providers in Promoting Community Cohesion, Fostering Shared Values and Preventing Violent Extremism: A submission from the Association of Colleges* (available from www.aoc.co.uk)

BECON (2008) *Fostering Shared Values and Preventing Extremism*, Newcastle Upon Tyne: BECON

Bloch A (2004) *Making it Work: Refugee employment in the UK*, Asylum and Migration Working Paper 2, London: ippr

Briggs R, Fieschi C and Lownsborough H (2006) *Bringing it Home: Community-based approaches to counter-terrorism* London: Demos

Broecke S and Nicholls T (2007) *Ethnicity and Degree Attainment*, DfES Research Report RW92

Cemmel J and Bekhradnia B (2008) *The Bologna process and the UK's international student market* available at www.hepi.ac.uk/downloads/36Bolognaprocessfull.pdf

Chang MJ, Denson N, Sanes V, and Misa K (2006) 'The Educational Benefits of Sustaining Cross-Racial Interaction among Undergraduates' in *Journal of Higher Education* 77 (3): 430-455

CLG (2007) *National Indicators for Local Authorities and Local Authority Partnerships: Handbook of definitions* London: CLG

Commission on Integration and Cohesion (2007) *Our shared future* Wetherby: Commission on Integration and Cohesion.

CPS (2008) *Hate Crime Report 2007-2008*, Bolton: Blackburns

Davies L (2008) *Educating Against Extremism* Stoke-on-Trent: Trentham Books

Denham J, speech to the National Prevent Conference, 8 December 2009, accessible via <http://www.communities.gov.uk/speeches/corporate/nationalpreventconf>

Doward J 'Student ghetto areas 'blight lives of locals'' *Guardian* 13 September 2009

DIUS (2006) *Promoting Good "campus relations": Working With Staff And Students To Build Community Cohesion And Tackle Violent Extremism In The Name Of Islam At Universities And Colleges* London: DIUS

DIUS (2008) *Full-time Young Participation by Socio-Economic Class (FYPSEC) 2008 Update* London: DIUS

DIUS (2008) *A New 'University Challenge': Unlocking Britain's Talent* London: DIUS

DIUS (2009) *Learning Together to be Safe: A toolkit to help colleges contribute to the prevention of violent extremism* London: DIUS

Equalities Challenge Unit (2008) *Ethnicity, Gender and Degree Attainment Project: Final Report*

Equality Challenge Unit and The Higher Education Academy (2008) *Ethnicity, Gender and Degree Attainment Project: Final Report* London: Equality Challenge Unit and The Higher Education Academy

Fearn H 'Community Building' *The Times Higher Education* 31 January 2008

Federation of Student Islamic Societies (2005) *The Voice of Muslim Students: A report into the attitudes and perceptions of Muslim students following the July 7th London attacks*, London: Federation of Student Islamic Societies

Feinstein L and Hammond C (2004) 'The Contribution of Adult Learning to Health and Social Capital', *Oxford Review of Education* 30.2: 199-221

Field J (2005) *Social Capital and Lifelong Learning*, Bristol, Policy Press

Green A 'Universities and Place' in Withers K (ed.) (2009) *First Class? Challenges and opportunities for the UK's university sector* London: ippr

HEFCE (2009) *Higher Education in England: Achievements, challenges and prospects* Bristol: HEFCE

Higher Education Statistics Agency (2008) *Resources of Higher Education Institutions 2006/7* Cheltenham: HESA

Hillyard P (1993) *Suspect Communities: People's experience of the Prevention of Terrorism Acts in Britain* London: Pluto Press

HM Government (2009) *Pursue, Prevent, Protect, Prepare: The United Kingdom's Strategy for Countering International Terrorism* London: The Stationery Office

Home Office (2001) *Community Cohesion: A Report of the Independent Review Team* London: Home Office

Home Office (2004) *The End of Parallel Lives? The Report of the Community Cohesion Panel* London: Home Office

Home Office (2008) *The Prevent Strategy: A guide for local partners in England* London: Home Office

iCoCo and Metropolitan Police Service *Understanding and Monitoring Tension and Conflict in Local Communities: A practical guide for local authorities, police service and partner agencies* Coventry: iCoCo

Johnson A and Dugan E 'Wealthy, quiet and unassuming: the Christmas Day bomb suspect' *Independent* Sunday 27 December 2009

Kagan C and Duggan K (2009) *Breaking down barriers: universities and communities working together – Community Cohesion Thematic Evaluation Report* Manchester: Research Institute for Health and Social Change, MMU

Kundani A (2009) *Spooked: How not to prevent violent extremism* London: Institute of Race Relations

Learning and Skills Network (2007) *Managing Conflicting Rights and Issues of Discrimination: Promoting good relationships within the college community* Coventry: Learning and Skills Council

Lipsett A 'Christian Group to take university to court' *Guardian* 27 July 2007

Lownsbrough H and Beunderman J (2007) *Equally Spaced? Public space and interaction between diverse communities* London: Demos

LSC (2005) *Faiths and Further Education: A Handbook: Towards a Whole-college Approach to Chaplaincy for a Pluralist Society* Coventry: LSC

LSC (2007) *Multi-faith Chaplaincy: A Guide for Colleges on Developing Multi-faith Student Support* Coventry: LSC;

National Ecumenical Agency in Further Education and the Centre for Excellence in Leadership (2007) *Making Space for Faith: Values, beliefs and faiths in the learning and skills sector* London: NEAFE and CEL

NUS (2007) 'Black Student Campaign' available at www.nusonline.co.uk

Ofsted (2009) *Handbook for the inspection of further education and skills from September 2009* Manchester: Ofsted

Preston J and Feinstein L (2004) *Adult Education and Attitude Change. Wider Benefits of Learning* report no. 11, London: Institute of Education

Renton D (2008) *Document on student extremism seriously flawed* London: Institute of Race Relations

Sainsbury D (2007) *The Race to the Top: A review of Government's Science and Innovation Policies* London: HM Treasury

Rammell B *The Last Shadow of Liberty? Academic freedom in the 21st century*, speech to the Fabian Society, 27 November 2007

Rutter J, 'The global college' in Dolphin T and Clifton J (eds.) (2010) *Colleges 2020* London: ippr

Schuller T, Brassett-Grundy A, Green A, Hammond C and Preston J (2002) *Learning, continuity and change in adult life. Wider Benefits of Learning Research Report no. 3*, London: Institute of Education

Sedgmore L (2008) *Community Cohesion and Preventing Violent Extremism: Initial discussions, messages and recommendations* (unpublished)

Shepherd J 'Student Life: One long holiday?' *Guardian* Tuesday 5 May 2009

Shepherd J 'Universities don't like common people, do they?' *Guardian* Tuesday 3 February 2009

Siddiqui A (2007) *Islam at Universities in England: Meeting the needs and investing in the future* London: DIUS

Sims JM (2007) *Not Enough Understanding? Student experiences of diversity in UK universities*, London: The Runnymede Trust

Spencer S (2007) *Refugees and Other New Migrants: A review of the evidence on successful approaches to integration*, Oxford: COMPAS and Home Office

Suleiman Y (2009) *Contextualising Islam in Britain: Exploratory perspectives* Cambridge: University of Cambridge

The Sutton Trust (2007) *Access by school* London: The Sutton Trust

Tett L and Machlachlan K (2007) 'Adult literacy and numeracy, social capital, learner identities and self-confidence' *Studies in the Education of Adults*, 39, 2, 150-67

UK Council for Overseas Student Affairs (2006) *New Horizons: The experiences of international students in UK further education colleges*, London: UKCOSA

Universities UK, Equality Challenge Unit, SCOP (2005) *Promoting Good "campus relations": Dealing with hate crimes and intolerance* London: Universities UK

UUK, 'UUK to establish working group following arrest of Umar Farouk Abdulmutallab' 6 January 2010 accessed via <http://www.universitiesuk.ac.uk/Newsroom/Media-Releases/Pages/UUKworkinggroup.aspx>

UUK, 'Update on Universities UK academic freedom working group' 26 February 2010 accessed via <http://www.universitiesuk.ac.uk/Newsroom/Media-Releases/Pages/Update1workinggroup.aspx>

Widdowson J, 'Colleges in their local context' pp. 88-92 in Dolphin T and Clifton J (eds.) (2010) *Colleges 2020*, London: ippr

Internet resources:

<http://www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/>
www.leeds.ac.uk/educol/ncihe

www.police.homeoffice.gov.uk/performance

http://www.pickledpolitics.com/pictures/documents/homeoffice_pve_response.pdf

<http://www.communities.gov.uk/documents/communities/pdf/747537.pdf>

<http://www.nextleft.org/2009/03/fact-checking-nick-cohen.html>

APPENDIX TWO: INDEPENDENT ADVISORY BOARD

An Independent Advisory Board was established to provide independent and constructive input and challenge to the research, help in navigating through institutions and issues, and to ensure the project's findings and recommendations are fully informed by practical experience. The Board's independence has been critical in ensuring its challenge is rigorous.

The Board comprises of:

- Professor Madeleine Atkins, Vice-Chancellor Coventry University (Chair);
- Professor Richard Barnett, Vice-Chancellor, University of Ulster;
- Professor Freda Bridge, Leeds Trinity University College, and GuildHE;
- Professor Patricia Broadfoot, Vice-Chancellor, University of Gloucestershire;
- Paul Clark, Universities UK;
- Martin Doel, Chief Executive, Association of Colleges;
- Paul Head, Principal, College of North East London and Chair of the Champion Principals' Group;
- Dr George Holmes, Vice-Chancellor, University of Bolton;
- Simon Kitchener, Principal of Luton Sixth Form College;
- Sue Lakeman, former Principal, Leyton 6th Form College, and Convenor of the Champion Principals' Group;
- Professor Paul O'Prey, Vice-Chancellor, Roehampton University;
- Professor Colin Riordan, Vice-Chancellor, University of Essex;
- Professor Rick Trainor, Vice-Chancellor, Kings College London.

The board has played an advisory role and the views expressed in this report are not necessarily shared by individuals on the board in full.