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No.1 The 'Respect Agenda'

CLES RAPID RESEARCH



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Introduction

A day does not pass in the United Kingdom without a mention in the national press of a certain aspect of anti-social behaviour or ‘(dis)respect’, in communities across the country. Whether it be groups of young people hanging around in bus shelters causing a nuisance to local residents; binge drinkers on a Friday night creating disruption in town centres; youths spraying graffiti; or people with oversized hedges disrupting the lives of their neighbours, it continues despite several years of government enforcement attempting to tackle these issues. The Government has set out its stall in its third term of office to attempt to further address these issues through its radical ‘respect agenda’. The Queens Speech, in May 2005, addressed ‘respect’, with several bills clearly designed to address the ‘respect agenda’, for example, the Violent Crime Reduction Bill.

The aim of this research is to:

- Understand how central government, local authorities and regeneration professionals are seeking to address the ‘respect agenda’;
- Assess whether regeneration practitioners identify that the ‘respect agenda’ is about both enforcement and empowerment.
- Consider the tools they have in place locally to put ‘respect’ and belonging back into neighbourhoods across the country; and
- To inform, direct and assist practitioners to consider how the issues surrounding ‘respect’ might develop in their setting.

Is this agenda set to be a wholly enforcement led approach to bad behaviour through initiatives such as Anti-Social Behaviour Orders (ASBOs) or does the ‘respect agenda’ need to deal with issues at a community level, through empowerment and integration and enhanced social capital? Through discussion with 15 local government officers and regeneration practitioners, we argue that, in regeneration terms, this agenda cannot be wholly enforcement led as the Government’s agenda would seem to advocate, rather it is something that needs to be joined-up with empowerment and community development to ensure sustainable

improvements in community relations and increased levels of 'respect' in communities.

In order to contextualise this piece of research we will first consider the background and context to the 'respect agenda'. We then move on to provide a qualitative analysis of the interviews we carried out with local authority and regeneration agency professionals with regard to:

- Understandings of the 'respect agenda';
- Attempts to join up enforcement and empowerment, at a strategic, policy and personnel level, in order to tackle '(dis)respect';
- 'Respect' in organisational core values; and
- Triggering the 'respect agenda' - should 'respect' be triggered by enforcement or empowerment, or should it be a balance between the two.

Three of the interviews are then developed more to consider in detail their efforts to meet the 'respect agenda':

- Leaside Regeneration;
- Sport Cheshire; and
- Pendle Borough Council.

We then offer conclusions and advice to local authorities and regeneration practitioners for creating the right balance between enforcement and empowerment with regards to the 'respect agenda'.

Background and Context

What is 'Respect'?

Although widely used and in receipt of much attention in recent weeks, the term 'respect' is often at the centre of much controversy and debate. In this section we unpack the term 'respect' as well as considering government priorities and current understandings of 'respect'.

Clearly for many 'respect' is seen as something which is difficult to improve or create from positions of authority. For example, Iris Marion Young considers self-determination and self-development, both of which are central to self-

respect, as the key starting points for social justice (Young, 1990). In the same way, David Miller considers 'respect' and equal recognition key components of social equality (Miller, 1999), and similarly, Axel Honneth considers injustice to be intrinsically linked to the withdrawal of recognition, as well as humiliation and '(dis)respect' (Fraser and Honneth, 2003). This is important because recognition is tied to influence; without recognition a person or group cannot influence the delivery of public services.

Richard Sennett in his book, *Respect: The formation of character in an age of inequality*, also allies 'respect' with autonomy, self determination and empowerment, arguing that where these are lacking, often 'respect' is also (Sennett, 2004). He suggests that it is difficult to have 'respect' for oneself and society as a whole when an 'ordinary' person feels undervalued and disengaged from decision-making and the wider decisions about societal priorities.

Thus, it can be argued that 'respect' is tied to an understanding that each person is worthy of 'respect' from others and deserving of their own 'self-respect' as argued by Richard Sennett; that the meritocratic approach to education and success espoused by the Government; and that the media rhetoric that demonises large sections of society merely serves to further reduce peoples' capacity for 'respect' and further increase the likelihood they will drop out of society, ditch societal norms and resort to anti-social, and other such behaviour.

Whilst social capital, which Putnam describes as "*networks, norms and trusts that facilitate co-ordination and co-operation for mutual benefit*" (Putnam,1993) might not create booming economies and transform failing communities, as some have suggested, it can play a role in fostering 'respect', more often than not 'self-respect', derived from a feeling of worthiness. This is clearly a useful starting point for a 'respect agenda'.

The Government's Respect Agenda

The core initiative that central government has adopted in its fight to tackle '(dis)respect' and bad behaviour in neighbourhoods, is that of Anti Social

Behaviour Orders (ASBOs), which local authorities and local police services can give to persistent offenders. ASBOs can be issued for a range of crime and disorder offences, which can be punished more severely if the order is not adhered to. By far the most common recipients of ASBOs are teenagers and young people, who are often banned from neighbourhoods or areas at certain times and for a period of time. These young people are often considered a nuisance to a local community through a series of bad behaviour problems, such as minor theft, underage drinking, congregation in large groups and misuse of drugs. The order whilst potentially effective in reducing crime, lessening fear amongst residents and creating 'respect', has more serious consequences for the offender in terms of alienation from the rest of their community, leaving them further disempowered. However, conversely amongst peer groups there are some suggestions that ASBOs result in recipients achieving greater 'respect'. It becomes something of a status symbol. Hence ASBOs appear to be a totally enforcement led approach, what chance do ASBO perpetrators have of becoming a more effective member of a community if an order simply excludes them? Something needs to be done in terms of empowering ASBO recipients to 'respect' their communities rather than simply excluding them.

But why do individuals show this lack of 'respect' for their own neighbourhoods and the rest of society, leading to ASBOs and exclusion. A report by the Joseph Rowntree Foundation (JRF) highlights three core opinions on why individuals or groups behave badly and anti-socially. Firstly, from their survey of three case study areas they found that an underlying cause of anti-social behaviour was a decline in social and moral standards and family and educational values. Secondly, that certain youths and their families have become increasingly disengaged from society especially in deprived areas. Thirdly, JRF claimed that one of the core causes of anti-social behaviour was that 'kids will be kids' and was something that was not a new phenomena but something that was the norm.

Further initiatives such as Neighbourhood Wardens and Community Support Officers highlight the

Government's commitment to tackling '(dis)respect' in an enforcement led approach. Neighbourhood Wardens and Street Wardens provide a highly visible, uniformed presence in residential and public areas, such as town centres, with a specific aim of deterring anti-social behaviour by 'moving on' the culprits and removing them from the neighbourhood. Whilst this potentially removes, for example youths dressed in hooded tops from the neighbourhood, it does not engage them to alter their behaviour and integrate with other members of their neighbourhood. It is simply a dispersal tactic and moves them onto to other non warden-controlled areas. As a result, many Neighbourhood Wardens are beginning to play a wider role in communities than the enforcement led approach identified above. Many also run for example football clubs and assist with events and activities, which often help to bring communities together. Whilst, in these activities they still have to some extent an enforcement role they are also assisting in community development and empowerment.

One new form of wider neighbourhood renewal strategies, which also addresses issues of anti social behaviour, is Neighbourhood Management. Neighbourhood Management is far more resident oriented than ASBOs and provides a greater link between communities and decision making authorities, such as police services and local government. Neighbourhood Management aims to improve local services by encompassing the views of a cross section of residents within a set strategy. Whilst improving services, Neighbourhood Management also fosters community involvement, which benefits not only the heart of a community but also values the individuals involved. Also, if young people are involved in the implementation of new facilities they are more likely to use and value those facilities. There are many participatory techniques that Neighbourhood Management teams are utilising across the country to empower residents. For example the whole Community Arts scenario is one that is played out across many areas, with music, the visual arts, drama, video, photography and poetry offering a different way for people to engage with their community and express their feelings about their area. Neighbourhood Management has the potential to join-up empowerment and enforcement issues.

Community Empowerment Networks (CENs) are a further tool that could allow residents to have a real say in the future of their neighbourhoods and which foster shared norms, values and a sense of 'respect' to be adhered to in their neighbourhood. These vehicles link community and voluntary sector organisations with Local Strategic Partnerships (LSPs) and are responsible for getting information about LSPs out to all sections of the community and for providing ways in which people most affected by poor service delivery and socio-economic problems can realistically get involved in discussing and planning how the services should be changed and how other issues such as anti-social behaviour should be addressed.

The Government's recently launched "Together We Can" action plan, led by the Home Office, is a plan and philosophy to join up communities and government to ensure the best possible delivery of public services and engage people in their communities. It compliments their wider vision of 'respect'.

In all of this the labour government has used the 'respect agenda' to reframe the debate about crime, law and order. In particular:

"We are putting behind us the narrow selfish individualism of the 1980s, but also the 1945 'big state' that wrongly believed it could solve every social problem... the language of rights was corroding civic duty and undermining the fight back against crime and social decay" (Tony Blair, 2002)

By investing in young people, especially young men - who may no longer be sure of what is expected of them and what to expect in life (Scourfield and Drakeford, 2001) - through programmes such as the New Deal, as well as cracking down on anti-social behaviour and low level crime, the Government have commandeered the idea of 'tough love'.

This notion of 'tough love' has served to reclaim, from the Conservative Party and the traditional right wing, the tough on crime law and order agenda. As David Halpern argues (Halpern, 2005), in an increasingly individualistic society/economy

we need social norms and the space to debate and negotiate these norms as much as we ever did. However, most importantly for Halpern, we need to have the confidence to uphold these norms, once we have agreed them. Like the 'tough love', employed by the Government to tackle '(dis)respect' Halpern believes that moral renewal cannot end with the passing of traditional institutions such as church and government, the net must be cast wider to include informal and innovative solutions as well. Before unpacking the opinions of those working at the front line of regeneration to determine how best a balance can be achieved and how to communicate this balance it is important to consider how this agenda is being portrayed.

Understanding and Communicating 'Respect'

Many of the ideas and debates surrounding the 'respect agenda' link it to justice and equality, and therefore support the Government's strategic approach to tackle both the perceived lack of 'respect' within certain sections of society, social exclusion and also create a more just society. Indeed, the Government's attempts to deal with 'respect', justice and social exclusion, to date, are wide ranging, yet the emphasis is placed firmly upon the negative aspects of the Government's range of policies, focusing on ASBOs and methods to deal with 'hoodied' and threatening youth, rather than the Community Empowerment Networks and techniques for neighbourhood governance.

At present the 'respect agenda' is framed by a rhetoric driven by notions of shame and stigma; macho posturing; a war on 'hoodies' and crack-downs on anti-social behaviour, gun crime and drink related violence, in this the Government's ideas of 'respect' have been hijacked by a variety of their opponents who present Government policy as being intentionally focused on enforcement. These negative messages serve to reassure 'Middle England', but are also problematic in that they serve to further alienate the exact people they are trying to reach out to, to bring back within the limits of society and with whom the Government is trying to encourage mutual 'respect'. Indeed, this is one message that is not being communicated well.

Rather than earning 'respect' with a moderate and balanced approach to the 'respect agenda' current understandings of 'respect' are further alienating and disenfranchising citizens from the government and society. When citizens are detached from politics and governance, or believe they are the passive recipients of government decision making, is it that unbelievable that they do not show 'respect' for themselves or others? How can this be overcome and how can the balance between enforcement and empowerment be strengthened and communicated.

'Respect' and the 2005 Queens Speech

The 2005 Queen's Speech, which outlined the Government's agenda for the next parliament further highlighted the Government's commitment to tackling 'respect'. Several bills attempt to reduce the prevalence of anti-social behaviour as well as empower communities to tackle these problems themselves. Bills include the Violent Crime Reduction Bill, the Education Bill, the Equality Bill, the Housing Benefit Bill, the Identity Cards Bill, the Incapacity Benefit Bill and the Incitement to Religious Hatred Bill. The Violent Crime Reduction Bill, for example, identifies replica knives and guns, and alcohol and drunken behaviour as key issues to be addressed in the fight for 'respect'.

However, the 'respect agenda' is not all about anti-social behaviour. It is also about the values of different ethnic groups and religious groups within society. Many of the problems of fragmented communities often centre on fear and a lack of understanding of the different beliefs and values belonging to different groups. Therefore some of the Bills in the Queens Speech such as the Incitement of Religious Hatred Bill, aim to engender greater 'respect' for different groups within a community.

Regenerating 'Respect'

Local authorities and regeneration agencies have a core role to play in addressing the whole 'respect agenda'. Many are already implementing enforcement-based schemes that are identifying core troublemakers and attempting to deal with them. Some are also acknowledging the potential

impact of increased community involvement and empowerment on reducing problems in neighbourhoods. Yet there has been little literature from government, academia or the media with regard to how enforcement and empowerment should be joined-up and integrated into successful regeneration strategies. Local regeneration - physical, economic and social - requires enforcement and empowerment, woven together and not as separate entities. Any regeneration project or programme requires significant community involvement, from the very beginning, and must include a variety of individuals and groups in order to achieve the best outcomes. The notion of 'respect' is central to this, with the need for every group within the community to be involved for the benefit of their neighbourhood. Whilst we have identified that 'respect' is an important issue and a core concern for the Government in its third term, do local authorities and regeneration agencies really know what it is all about? Do they recognise the importance the 'respect agenda' could have in shaping the future of their authority or agency? Do they recognise that this is a two-way deal - enforcement cannot be implemented in isolation but requires to be joined up with empowerment, not only for the benefit of individuals, communities and neighbourhoods but also for the benefit of wider regeneration efforts.

In addition, regeneration and 'respect' are more explicitly linked. When considering the need to join-up both enforcement and empowerment, in attempting to address the noticeable decline in 'respect', it is important that 'respect' and regeneration can be considered as the outcome of policies of enforcement and empowerment, respectively. Moreover, enforcement and empowerment together are necessary to engender 'respect', whilst 'respect', for self and others is a vital component of wider regeneration.

The following results and analysis section shows the degree of recognition, importance and value that is given to the 'respect agenda', and specifically the link between enforcement and empowerment, by a range of local authority and independent regeneration practitioners. It also presents a number of 'tooled' examples of how the issue of 'respect' is being dealt with.

Results and Analysis

Understandings of 'Respect'?

The majority of respondents to our interview survey flagged up that the government approach to 'respect' seemed focused around anti-social and yobbish behaviour and a breakdown in civility.

"It is clear that the Government wants us to focus on the victims and not the perpetrators."

"It comes from a concern about a breakdown in societal values and low level nuisance."

However, many respondents realised that this agenda was wider than that often picked up by the media and also includes citizenship initiatives.

"The 'respect agenda' can be about many things but at its most fundamental it is about encouraging more people to 'respect' the people and places that surround them. For example, the Cleaner, Safer, Greener Communities campaign."

However, whilst taking on board this aspect of the 'respect agenda' some respondents, primarily from independent regeneration agencies felt that the 'respect agenda' should centre on the community.

"Nothing we do intends to create 'respect', it is an unintended outcome from making a clear division between anti-social and pro-social activities. We accentuate the positive actions of the community and create social inclusion."

"This is something that cannot be dealt with at a government level but something that is at the heart of community values."

"The 'respect agenda' should be about mutual regard."

The Importance of Joining-up enforcement and empowerment

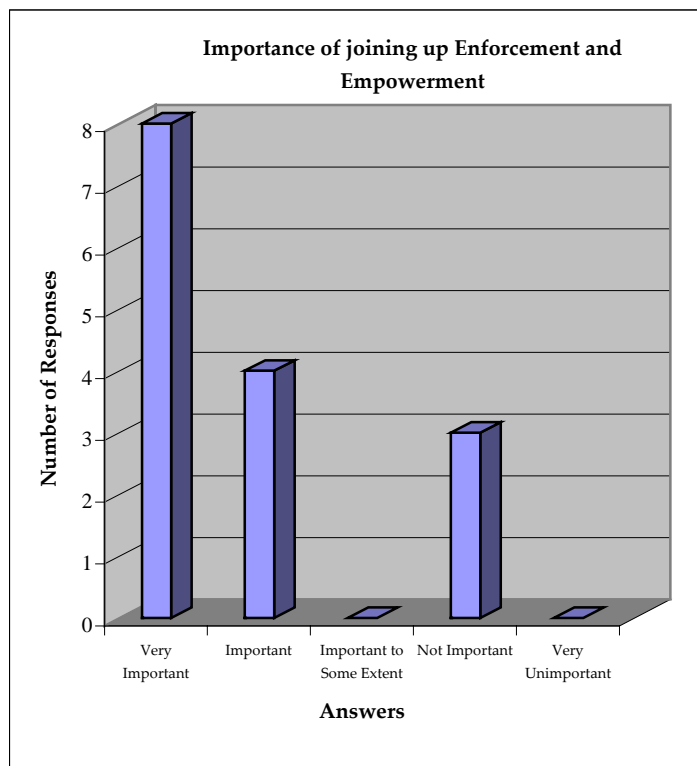
We asked the respondents how important they thought it was that the 'respect agenda' joins up enforcement and empowerment. The results are shown in Figure 1.

These findings are indicative of the respondents' overall feelings that the Government's approach is too top heavy and enforcement led. Many felt that there should be more emphasis on community-based campaigns twinned with enforcement initiatives.

"Enforcement alone is a punitive approach, this is the opposite of 'respect'. 'Respect' must be a two way street. The Government's 'respect agenda' currently demonises young people."

"There is a need for a framework mixing community initiatives with enforcement. This is out of sync at the present time."

Figure 1



However, 20 percent of those interviewed felt that it was not important that the 'respect agenda' joined up both enforcement and empowerment, suggesting that instead attempts to engender 'respect' should be totally bottom up or community led.

"It must be led by vulnerable people and the community themselves."

Joining up Enforcement and Empowerment

In response to this question we received a variety of answers highlighting the varying ways in which local authorities and independent regeneration agencies are joining up enforcement and empowerment.

Dick Atkinson, chief executive of the Balshall Heath Forum mentioned both the 'carrot' and the 'stick' aspects of his organisation's response to the 'respect agenda'.

"We work to build peoples' capacity to enable confidence, encourage and empower. But, ASBOs and other enforcement initiatives are also sometimes required."

An executive manager of Community Services at a Local Authority spoke of community-based enforcement.

"The trick is to empower communities to identify problems and solutions in their neighbourhoods with an emphasis on inclusivity, cohesion and accountability. If you start from communities then empowerment and enforcement combines. If you start from agencies then enforcement prevails."

The responses from local government personnel tended to be related to core government policy. For example, Nottinghamshire County Council highlighted their community safety strategy. Other local authorities mentioned community strategies and Neighbourhood Management schemes that they were currently implementing or intended to do so in the future. Local authorities, which were piloting Local Area Agreements found that these agreements which are looking to reduce red tape

between local and central government could have a massive role in joining up traditional enforcement type activity with greater partnership working alongside organisations such as the police and community groups.

Groundwork UK is often considered to be an effective organisation when it comes to engaging with and empowering communities whilst also relating to government policy. Tony Hawkhead, their Chief Executive, mentioned that:

"Staff in our local trusts constantly balance enforcement and empowerment in practical projects that bring together young and old and different sections of communities, such as 'Operation Gate It' which helps communities take back control of their shared space and reduce crime and anti social behaviour."

We found that independent regeneration agencies had much greater freedoms and flexibilities when it came to addressing the 'respect' agenda and were implementing a range of ideas and activities. For example a director of a regeneration agency stated that:

"We do not try to stop young people from doing the things that they do elsewhere, instead we offer incentives not to do those things when they are with us. We offer young people the choice which they must make for themselves."

Sue Raikes chief executive of the Thames Valley Partnership explained that in some of their projects young people act as mediators building bridges between different sections of the community particularly around issues of racial tension.

"The community mediation scheme brings people together and helps to build the capacity of young people to deal with issues affecting their community."

Core Corporate Values and the 'Respect Agenda'

When questioned about the core values and approaches of their organisations, the responses

varied, but importantly, we found a dichotomy between local authorities and independent regeneration agencies. Local Authorities tended to reflect central government priorities and use national strategic initiatives to deal with 'respect', whereas independent organisations were a little more flexible. Cllr Joyce Bosnjak, Portfolio Holder for Community Safety and Partnerships for Nottinghamshire County Council explained:

"The County Council is developing a Community Cohesion Strategy alongside an Anti-Social Behaviour policy as it believes that although tackling ASB is important, it is equally important to stimulate engagement by all sections of the community and to ensure that those groups which may feel marginalised are able to play as full a role as possible in improving life chances, enhancing well-being and developing truly sustainable communities."

Tony Hawkhead stressed that Groundwork UK believes that:

"Everybody has the right to an improved quality of life and a high quality local environment as well as a responsibility to 'respect' that environment and other people within their community. Groundwork believes in 'building sustainable communities, without 'respect' these will not exist."

However one regeneration agency stated that they do not try to engender 'respect' as such, merely empowerment:

"Respect for oneself, young people and for community will develop from our projects."

Triggering the 'Respect Agenda'

When asked what should be the trigger for the 'respect agenda', enforcement or empowerment 73 percent of the respondents said that they believed that it should be a mixture of the two, but a significant minority (27 percent) stated that empowerment should be the key to the 'respect agenda'. Of the respondents who said that there should be a balance, a Local Authority said that:

"It is a balance – unless you take seriously communities' concerns about anti-social behaviour you will not be really empowering them around the issues that matter most – the trick is to integrate the two, rather than doing it a parallel activity."

A partnership officer of a Local Strategic Partnership also thought it should be a balance based around empowerment:

"You need to create the environment for people to make the right choices."

On the contrary, Sue Raikes believes that:

"You cannot expect 'respect' without empowerment – when young people are demonised and pushed to the edge of society – empowerment must come first."

Case Studies

Leaside Regeneration

Leaside Regeneration Ltd was set up in 1998 with a mission to deliver innovative and exemplary sustainable regeneration. Its board comprises members from the community, local business, local Councils and other public agencies. It brings commerce and community together within the 500-hectare area of east London on which it focuses. With key partners such as the London Development Agency and the Office of the Deputy Prime Minister, Leaside has embarked upon a programme of practical and achievable action for lasting regeneration.

The team members embrace many different disciplines and unite to bring fresh thinking and enthusiasm to complex and difficult regeneration issues. At the heart of their work are close relationships with local communities and partner organisations that enable them to create joined-up solutions that encompass social and economic regeneration as well as that of the built environment.

For Paul Brickell, the chief executive of Leaside Regeneration, the 'respect agenda' should be part of a long-term programme that aims to reconnect

people with their community. Currently he fears that Government's position is too focused on enforcement, with too little emphasis on responsibility.

"It should be about people wanting to take responsibility for the places that they live in."

He argues that the Government, policymakers, practitioners and individuals should be striving to get the balance right between enforcement and empowerment. Nonetheless he acknowledges that this is difficult.

"Getting people involved in their communities and creating excitement about the role they can play in changing their communities for the better is key to creating 'respect' for people and for places."

Leaside is currently working, with many partner organisations, including the Metropolitan Police. They help fund extra police and crime prevention initiatives but this is just part of a larger programme, which attempts to get citizens involved and excited about their communities. Leaside Regeneration and their partner organisations started to develop a joined-up empowerment and enforcement approach to 'respect' 3-4 years ago, and this, Brickell believes is what the government is also trying to achieve. Above all Leaside have placed great emphasis on getting residents involved with their communities and creating excitement about being involved in shaping changes within their neighbourhood. Residents are particularly involved in decision making with regard to housing and public green space development programmes. Leaside involves stakeholders, including residents and businesses, in the design and implementation of public space projects, as well as the on going development of such schemes.

"You can't just consult every now and then, it must be a key element of the mission - recasting ideas about trust and respect to create 'respect'. We try to give people the space and opportunities to get involved in the places where they live, the opportunity to co-create with us."

Leaside also often pays young people to act as consultants in green space development and other

projects thereby emphasising the value Brickell and his team place on their involvement. Brickell also added that when people, especially young people, feel involved and that they have made a contribution to an area, they are more likely to take ownership of that area and treat it with 'respect'.

"We value local input and this means that people 'respect' what we are all doing, and their environment, because they have been involved in it, and also they 'respect' themselves."

When asked about how the Government should trigger 'respect', Brickell was clear that it must be linked to trust, but also recognised that governments can be fearful of devolving decision making to local government and neighbourhood governance schemes because they do not always trust people to make the 'right' decisions. Furthermore, he adds that the government has a tall task ahead to balance both rights and responsibilities, and empowerment and enforcement. However he is also clear that it must be key to the 'respect' agenda, adding that:

"Empowerment leads to 'respect'."

Sporting Chance

The Sport Cheshire 'Sporting Chance' programme uses sport to engage with disadvantaged and disaffected young people, to assist young people back into education or employment. The programme identifies and supports young people as volunteers, coaches and leaders in sport. By working closely with the Connexions Service, six Borough Councils and Cheshire County Council, voluntary organisations and local community groups this programme links young people, aged 13-19, with sport leadership, coaching and volunteering opportunities.

Since 2002 Sporting Chance have been able to create and fund sports and health programmes for those people not in the education system and for those at risk, these encompass weekly sports activities and training and educational programmes. The project aims to increase the sport and leisure opportunities available to young persons, to build confidence and improve self image, improve communication skills,

foster personal development, encourage the learning of citizenship skills, development commitment and loyalty and improve links with community.

For Barry Healey, the Sporting Chance Co-ordinator, the Government's 'respect agenda' should be about both empowerment and enforcement. Since returning from North America six years ago, where he worked for 20 years, he has noticed a distinct change in attitude amongst young people and also wider communities, but that said he believes that the current blame culture that exists with state institutions, the media and society as a whole is unproductive.

"You can't keep blaming young people, many have very different backgrounds to twenty years ago. There are also lots of great young people around."

He also went on to say that the 'respect agenda' should be multifaceted, encompassing both self-respect, which must be a starting point, and 'respect' for others. Although he thought that a balance between enforcement and empowerment was important, he feared that the Government's current attitude would merely result in more people being excluded from mainstream education, further stretching the limited resources of outside organisations.

"When you are part of a third generation of long term unemployed in your family, 'respect' for the education, police and government and health does not always come high on your agenda. Traditional ideas of 'respect' do not work when faced with these situations, neither does pointing the finger nor excluding young people from school, we must find positive solutions and involve young people and their communities."

Sporting Chance and Sport Cheshire are currently already joining both the enforcement and empowerment aspects of the 'respect agenda' and Healey thought that Sporting Chance were already ahead of the government in this respect – working with variety of partner organisations, including schools and the police to deliver a coherent message about what is acceptable as well as encouraging

and empowering young people to become involved.

"We welcome all young people, but if they get in trouble with the police, at school or elsewhere they will miss one session, this is explained to them – all partner organisations work together with the young people."

The key messages provided by the programme reflect the 'respect agenda' but has done so for a number of years, there are rules but there are also incentives and support.

"Our key aim is to empower young people, to enable them to identify their own situation, make decisions for themselves and to decide what they want to do from now on in – whether that is to go back to education, to get a job or whatever."

From this, Healey thinks that 'respect' grows; 'respect' for themselves, for others and places and equipment, and alternatives begin to appear. When asked about what should trigger 'respect' Healey thought that really the only way was to link all problems and causes together.

"Its all very well to talk about solutions, but you have to look at the root causes which are poverty and exclusion, these problems cannot be fixed by enforcement alone and instead of saying these people are 'hard to reach' we must ask have we reached out enough."

Pendle Borough Council

Pendle is a diverse Borough which is both urban and rural. The area is made up of a series of small towns and villages, the largest being Nelson, Colne, Barnoldswick and Brierfield, each of which have some environmental, social and economic problems that need addressing.

Pendle is suffering from housing market collapse, with an oversupply of redundant terraced properties. As a result of these issues the Borough is part of the Elevate Housing Market Renewal Pathfinder. These housing problems are mainly a result of the poor quality and age of the housing stock with 60 percent of the stock being pre-1919.

Like many authorities in East Lancashire, Pendle has felt the full force of industrial decline in the 1970 's and 1980's and hence has employment and economic issues that need addressing. Pendle like any other authority in the country has issues with regard to anti-social and bad behaviour. Added into this Pendle has a relatively high ethnic minority population which has the potential to lead to racial tension and areas of social polarisation.

For Brian Astin, Corporate Strategy and Partnerships Manager at Pendle Borough Council, the government's 'respect agenda' emphasises control and enforcement, whilst neglecting the community development and capacity building. It therefore, presses anti-social and unacceptable behaviour too much as being the way forward to tackling '(dis)respect'. He believes that there needs to be more to the agenda than tackling bad behaviour and issuing ASBOs.

"There needs to be a framework which promotes what is acceptable as well as deals with what is unacceptable. How can we address '(dis)respect' and unacceptable behaviour if we are not clear with people about what constitutes acceptable behaviour."

Brian also argues that it is very important that the 'respect agenda' joins up both enforcement and empowerment issues, something which he argues the government is currently failing to recognise.

"It needs a framework that promotes measures that positively support community development as well as enforcement issues. This seems to be out of sync at the present time."

In terms of the way in which Pendle currently joins up enforcement and empowerment as part of the 'respect agenda' at a policy and strategy level, Brian states the Community Strategy as a key point of reference, which tries to address both issues.

"It tries to recognise the whole issue of valuing diversity and recognising that everyone has a contribution to make to society. The Community Strategy is underpinned by actions to support community cohesion."

Pendle has also recognised the role that Neighbourhood Management can play in addressing disrespectful behaviour and tensions between communities. Pendle are currently setting up a Neighbourhood Management Scheme to work across several neighbourhoods within the Borough. Pendle are also currently working in partnership with a range of organisations in order to try and reduce levels of anti-social behaviour within the Borough. These include youth projects, Outreach Workers and Street Wardens who whilst trying to deal with the problems of unacceptable behaviour are also integrating and looking after the needs of the rest of the population.

Brian states that the 'respect agenda' must achieve a balance between enforcement and empowerment.

"the 'respect agenda' needs to sit within an approach that creates communities that are tolerant of each other and cohesive and supportive but also that ensures trust with enforcement groups such as the police."

Brian also states that the whole 'respect agenda' must be also interlinked with the issue of parenting and what constitutes good parenting and good family behaviour in order to avoid a scenario where ASBOs are given to entire families.

Conclusion

The research has demonstrated that many regeneration practitioners and local authority officers consider the most appropriate way to address the 'respect agenda' is through both enforcement and empowerment. These opinions are reinforced by the Government position which utilises both policies of enforcement and empowerment such as ASBOs and Neighbourhood Management. However, this joined-up approach is rarely highlighted in the media and everyday discussion. Also, it must be noted that government policy is not the sole way in which this issue can be dealt with. Many regeneration practitioners have implemented unique schemes related to arts, sport and the environment that seek not only to tackle anti-social and bad behaviour in our communities

but also engender 'respect' for oneself and one's community.

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The 'respect agenda' is not just about enforcement and empowerment as we have highlighted throughout the report but sits within a wider agenda for greater societal values and 'respect' between generations and groups. Disrespect often seems based on a lack of understanding, trust and direct involvement with people of different ages and backgrounds. Therefore any attempts to foster 'respect' in communities must attempt to break down this lack of understanding and involve inter-generational activities and cohesion activities. Activities should not just centre around the problems of young people and implementing empowerment activities for them alone but also include the wider society. Therefore any 'respect agenda' must:

- Be linked to wider policy making at the local level.
- Appreciate the balance between enforcement and empowerment and the role these can play in joining-up the 'respect agenda'.
- Identify the importance of cohesion and the relationships that need to exist between young and old to foster 'respect'.
- Look at creating conditions where different groups can meet and interact informally in parks and public spaces.
- Appreciate that social self-policing has a role to play and that community development is intrinsic to this.
- View difference as a strength and not a problem.

Despite 'respect' being an age old issue, this is the first real identification of this agenda at the governmental level. As a result local authorities and regeneration agencies will be required to identify how they intend to meet this agenda locally. This is where CLES can help. CLES can assist with policies and strategies that can create a sustainable balance between enforcement and empowerment to ensure local positive change.

For further information on the 'respect agenda' or assistance in preparing your 'respect' strategy, please contact: Matthew Jackson or Victoria

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