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Community mapping and tension monitoring

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Community Mapping and Tension Monitoring

A practical guide and sourcebook of information and ideas for Welsh local authorities and their partners

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Contents

Introduction

The Purpose of the Guide

Getting on Together, the community cohesion strategy for Wales, encourages local organisations to work in partnership to take a strategic approach to supporting community cohesion in their area. An important first step for any partnership setting out with the intention of promoting community cohesion is to understand the communities living in their local area. It is also important to explore factors known to inform community cohesion and to find out about the views and perceptions of local people in a bid to identify any pressing issues that could result in local tensions. This guide aims to help local authorities and their partners to carry out these tasks.

An approach is outlined that makes the most of the knowledge and expertise of local authorities and the police in Wales and builds on good practice from across the UK. The result is a step-by-step guide to understanding community dynamics, trends in cohesion and emerging tensions.

Who Should Use the Guide

This guide is designed to be used by local authorities in Wales, but the ideas and suggestions are also likely to be of interest and use to other statutory services (such as the police) and voluntary sector groups. Local authorities in other parts of the UK might also find the guide useful.

The approach outlined is designed to be implemented by local authority officers, rather than specialist researchers, and to demand minimal resources. It should be possible for local authorities with little research capacity and few dedicated resources to follow the guide and develop community profiling and tension monitoring systems. However, options are highlighted that demand greater expertise and might require the commitment of additional resources.

How to Use the Guide

The guide is organised into three distinct parts:

Part 1 provides a step-by-step guide to community mapping and profiling

Part 2 describes an approach to tracking trends in cohesion

Part 3 provides a step-by-step guide to setting up a tension monitoring system

Finally, there is a section entitled **Resources, Information and Ideas** which contains examples and advice to support community mapping and tension profiling activities. This includes a **glossary** of terminology.

It is expected that local authorities will use the guide in different ways. Some will already be engaged in community profiling or tension monitoring and will merely dip into the guide for new ideas or to help refresh and improve existing practice. Local authorities with less experience of community profiling or tension monitoring might want to work through the guide, step by step. Part 2 presents a new approach to tracking community cohesion, which all local authorities might want to review in detail.

Overview of the Approach

Part 1 - Community Mapping and Profiling

- **What is it?** - The process of identifying and understanding the situations and experiences of different communities in an area

- **Why bother?** - To understand and respond to the complexity of the local population; and to understand community dynamics and factors impacting on cohesion

- **What's involved?** - The review of existing evidence and the collection of some additional information

- **What's the output?** - Separate profiles for different communities in your area, summarising the composition, situations and experiences of each

Part 2 - Tracking Cohesion

- **What is it?** - The ongoing monitoring of measures and known predictors of cohesion to identify trends and watch out for any emerging problems with cohesion

- **Why bother?** - To provide an 'early warning system', supporting intervention before emerging problems escalate into tensions or conflict

- **What's involved?** - The monitoring of changes in measures of cohesion (often attitude questions contained in surveys) and factors known to be closely associated (negatively or positively) with local levels of cohesion

- **What's the output?** - An annual cohesion profile, setting out trends in cohesion measures across different areas (e.g. wards or neighbourhoods) in the district

Part 3 - Tension Monitoring

- **What is it?** - monitoring to establish whether and to what extent there are tensions between different communities in an area

- **Why bother?** - To identity any tension 'hotspots' that might emerge and to support interventions that prevent issues escalating into conflict

- **What's involved?** - The ongoing review of tensions, through a process of evidence review and rating of risk, by a tension monitoring group that includes the local authority, police and other local interests AND the delivery of Community Impact Assessments, as and when necessary, to review the risks associated with a particular incident or planned event

- **What's the output?** - Regular tension assessments and Community Impact Assessments as and when required

The Mechanics of the Approach

	Evidence	Output	Timing	Reporting
Part 1 **Community mapping and Profiling**	• official data sources • existing survey data • info from local reporting systems • consultation with key personnel • consultation with communities	Profile reports on key communities within the area.	Once produced, community profiles should be under constant review and updated in full every 5 years.	Publically available profiles for different communities in your area, summarising the composition, situations and experiences of each.
Part 2 **Tracking cohesion**	• existing survey data on perceptions of cohesion • indicators of cohesion from administrative data	A cohesion profile for the district, spotlighting changes in indicators and variations affecting particular areas. Insights should feed into the review and revision of community profiles.	The cohesion profile should be produced on an annual basis.	An annual cohesion profile, setting out trends in cohesion measures across different parts of the district. Disseminated within the local authority and police and shared with local agencies across the district.
Part 3 **Tension monitoring**	• 'soft' data about how communities feel • 'hard' data about problems (e.g. crime data)	Tension monitoring reports, which review tensions on an ongoing basis and Community Impact Assessments which assess the risks associated with a particular situation, incident or event.	Reports should be produced on a regular basis to an agreed timetable. The frequency might increase if tensions rise. Community Impact Assessments will be triggered by rising tensions or a particular incident.	Tension monitoring reports and Community Impact Assessments, as and when required. Reports should be circulated to strategic, tactical and operational levels of the local authority and police. Summary versions should be circulated more widely.

Part 1:   A step-by-step guide to community mapping and profiling

This part of the guide sets out a basic step-by-step approach to mapping and profiling local communities.

The steps aim to enable users of the guide to maximise the insights to be gained from existing information and to support the collection of additional data.

The approach recognises that organisations will have different skills and resources at their disposal.

It builds on the knowledge and expertise that local authorities and their partners will already possess.

It brings together lessons learned and techniques developed by different organisations, from around Wales and beyond, into an integrated approach.

The approach is organised into four steps:
agreeing responsibilities
 community mapping
deciding which communities to profile
reviewing available information
collecting new evidence
 • reporting

What is community mapping and profiling?

• **Community mapping** is the process of identifying the different communities living in a particular area. **Community profiling** involves the development of knowledge about these communities. A community profile describes the situations and experiences of a community and draws attention to its requirements and needs. It can also describe the different social, financial and political resources within the community which might be put to use for the benefit of community members.

Why map and profile a community?

It is important that a local authority, its partners and other public sector bodies are aware and understand the complexity of the local population to ensure that they are able to:

• engage with all sections of the local population
• tailor local services to the scale and nature of local needs
• target provision to address inequalities across a range of policy areas (housing, education and training, health etc.)
• understand community dynamics
• identify and respond to community tensions

Setting the aims and objectives

Community profiles can be broad in scope and address the whole range of issues affecting a community. However, the specific focus of a profile is inevitably informed by its intended use and purpose. Community profiles developed to help identify cohesion priorities will need to understand:

• the situations of community members - including circumstances and conditions in relation to, for example, housing, education and employment
• the experiences of community members - including the challenges they encounter in everyday life, for example, in relation to crime and anti-social behaviour
• needs and requirements - including unmet needs and deficits in current provision
• the nature of community - including community history and resources

What information and evidence is required?

• Community profiles can draw on a wide range of information and evidence from a variety of sources. The best profiles combine 'hard' data, the collection and analysis of which has been quality controlled (such as administrative[1] and survey data), and 'soft' data, which is more subjective in nature and might include anecdotal insights. Much, if not all, of this information is already being collected by local authorities in Wales. However, some additional information might be required. This could be collected by council officers or by specially commissioned researchers.

What is the output?

An overview of the make up of the local population, followed by separate profiles for the different communities in your area, summarising their composition, situations and experiences. Contents will likely include:
• size of the community
• settlement patterns
• age breakdown
• ethnic and religious breakdown
• employment / economic activity
• socio-economic status
• educational attainment
• health (including disability)
• household structure
• housing situation
• experiences of crime
• the group's history in the area
• relations with other communities
• representative bodies

[1]See glossary for more information on what administrative data is.

Generating Community Profiles: Key Decisions

Who will take the lead in developing your community profiles?

Which communities are you going to profile?

What issues will you explore in your profiles?

What information and evidence is already available?

What are the gaps in your knowledge and understanding?

How are you going to fill these gaps?

How are you going to present and disseminate the profiles?

How often are you going to review and revise your profiles?
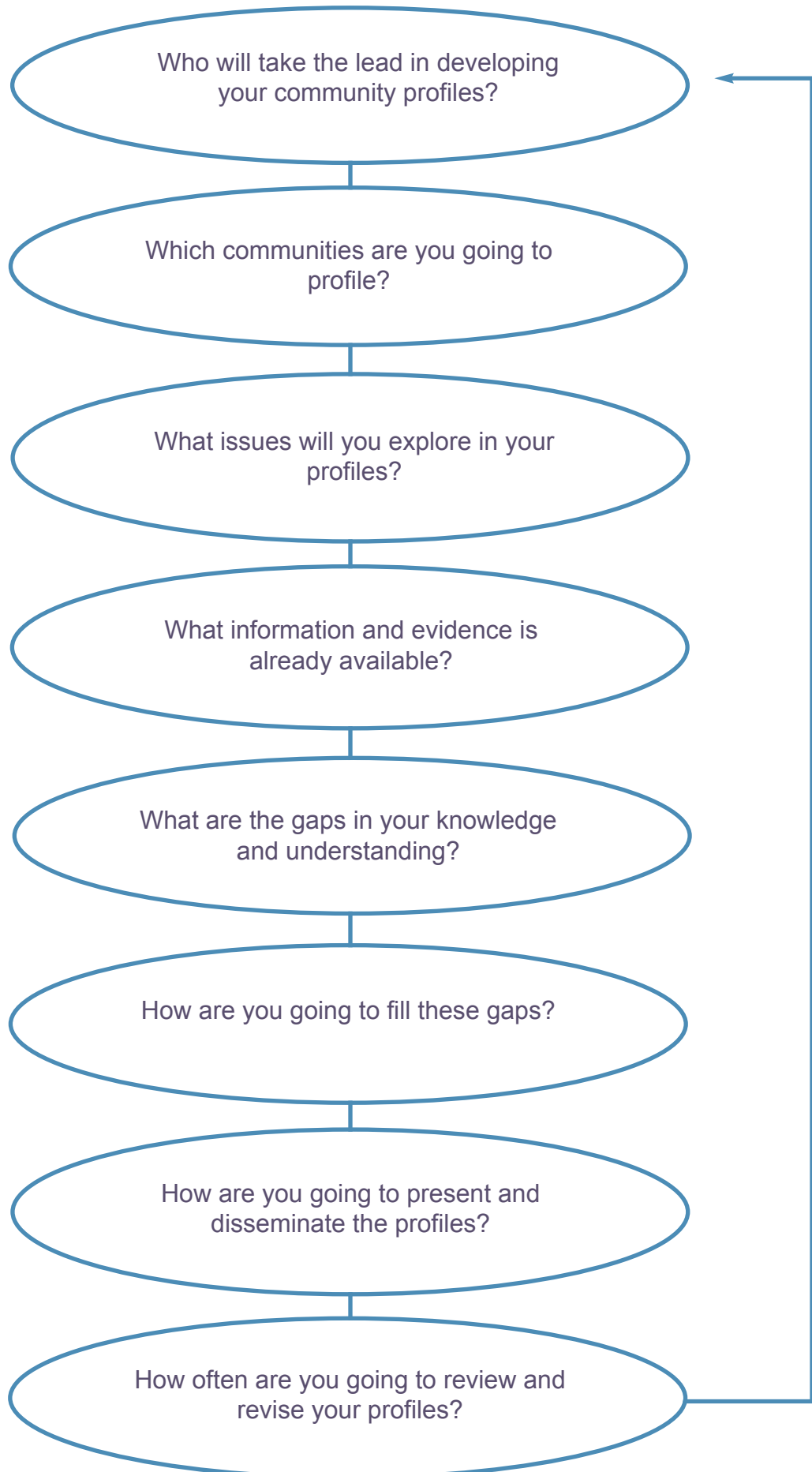
Step 1: Agreeing Responsibilities

This first step focuses on agreeing who will be take the lead in generating the profiles and what help they should expect from colleagues across the local authority.

The first step is to identify who in the local authority will be responsible for developing the community profiles. If your local authority has a central research team it will probably make sense for them to take the lead. If information management and research activities are dispersed across the local authority, a decision will need to be taken about who is best placed to take the lead. Either way, you should ensure that key departments are consulted about what profiles should be generated, and that systems are in place for them to feed in information and intelligence to help ensure that the profiles are as informed and comprehensive as possible.
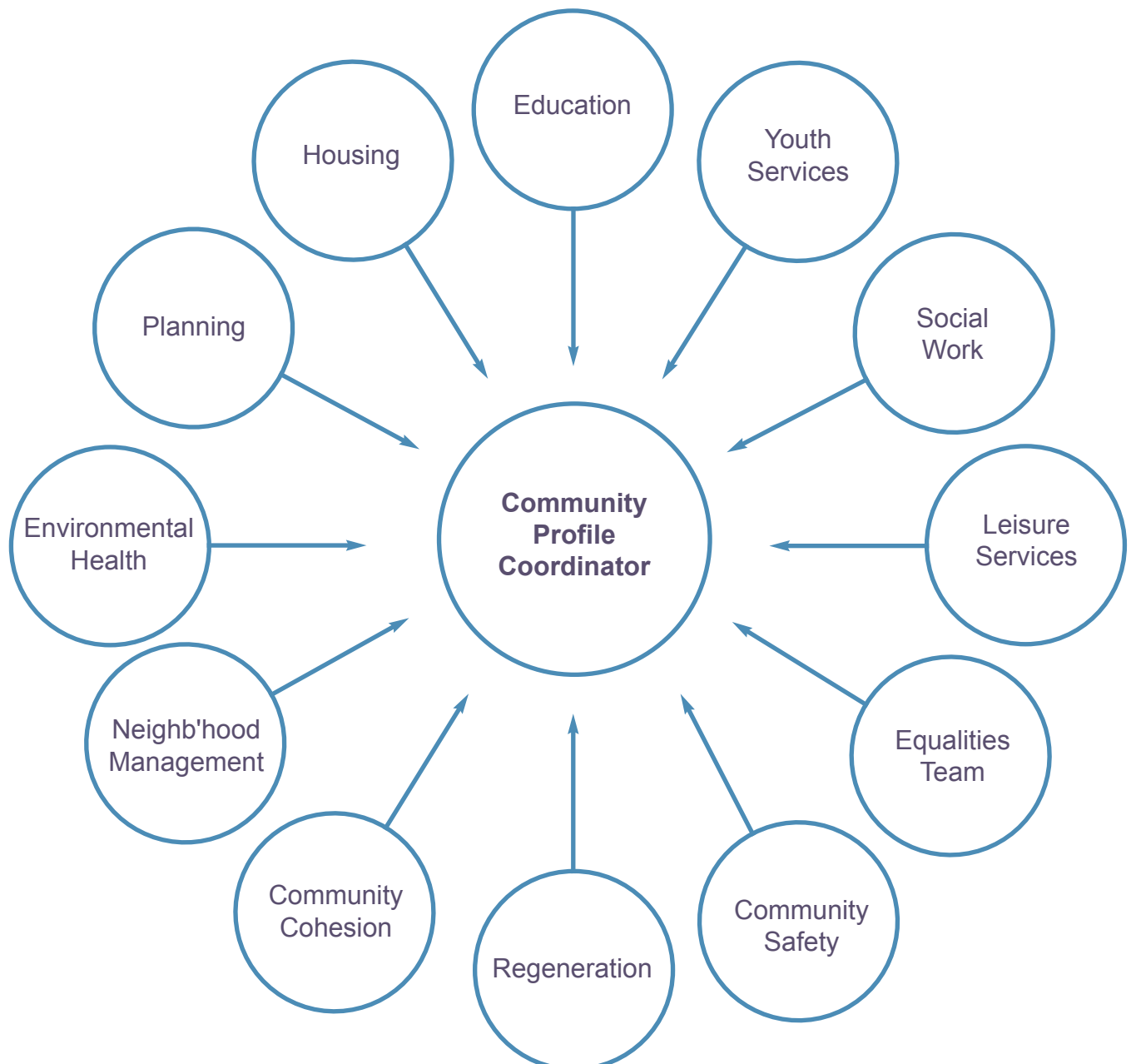
Step 2: Community Mapping

This step focuses on identifying the different communities in your area.

Community mapping is a process of recognising diversity; of identifying the different communities and needs groups living in your area. These will include:

• communities of identity - people who share a common culture, often related to shared characteristics, such as ethnicity or religion

• communities of place - people who live in or spend time in a specific location (neighbourhood, town or district)

• communities of interest - people who share a common interest, for example, based on a shared activity, such as employment, political activity or leisure activity.

Community mapping is about formally recognising that these communities are present in your district.

A useful starting point is to generate a list of communities and to estimate their size. Working through the following list might help you with this process:

• ethnic and nationality groups
• faith and religious groups
• new arrivals - including asylum seekers, refugees, migrant workers from the EU and beyond, and migrants from other parts of the UK
• young people
• older people
• people with long-term health problems and disabilities
• socio-economic groups, including people on low incomes and in poverty
• people who are unemployed or economically inactive
• the lesbian, gay, bisexual and transgender population
• Gypsies and Travellers
• Welsh language speakers and English only language speakers
• deprived and/or isolated communities of place including, for example, rural communities

The size of these communities will vary from place to place, but the likelihood is that there will be examples of all these types of community in every local authority in Wales.

Official data sources will help you estimate the size of these communities. The Office of National Statistics website contains a wealth of population data which can be analysed at the local authority level (http://www.statistics.gov.uk/default.asp). There are also specific data sources that can help you profile particular communities.

You will probably have to rely on more informal sources of information to estimate the size of some communities. This will include the knowledge and understanding of local authority officers working with or in regular contact with a particular community.

Step 3: Deciding which Communities to Profile

> **This step focuses on agreeing which communities will be profiled.**

Community profiling involves collecting and collating knowledge and information about the composition, situations and experiences of different communities. There is no definitive list of communities or groups that you should profile. The focus will vary from district to district depending upon the nature of the population and local priorities and concerns.

During Step 2 you will have generated a list of different communities in your area. When thinking about which communities to profile, a useful way forward is to think about which groups are likely to be of interest because of their potential to influence community cohesion in your district. To this end, try thinking about groups that:

• suffer social disadvantage (such as residents of a particular neighbourhood)

• groups that are frequently stigmatised (such as Gypsies and Travellers)

• groups whose presence can evoke prejudice and/or raise tensions among other residents (such as people from a particular ethnic group, migrant workers or second home buyers from outside the area)

Avoid basing your decision about which communities to profile only on the size of a community.

Remember to consult with colleagues across the local authority. As end users of the profiles, they will have views about which communities they want to know more about. This might include new communities or communities that are changing (for example, growing in size or moving into a new area). They might also be aware of emerging tensions between communities, which it would be useful to know more about.

Remember to review insights and conclusions from cohesion tracking (Part 2) and tension monitoring (Part 3) when deciding which communities to profile. Tension monitoring, for example, might reveal growing animosity toward a particular community about which little is known. Migrant workers from Eastern Europe are a good example of such a group from the recent past.

Step 4: Reviewing Available Information

This step seeks to draw as much insight and understanding as possible from existing data and evidence. This might include survey and administrative data, as well as softer evidence.

A great deal of information will already be available that can be put to good use when producing a community profile. Before committing time, effort and resources to collecting new information, try and find out what evidence already exists and how you get hold of it. This will include 'hard' data (for example, administrative and survey data) and 'soft' data (intelligence and anecdote).

'Hard' Data
Potential sources of robust data about the local population include:

• Office of National Statistics (ONS) - the main source of publicly available data on the characteristics of the general population. Its main website (www.statistics.gov.uk) provides access to regularly updated data, including Census data, by the following themes:

  ◦ Agriculture and Environment
  ◦ Business and Energy
  ◦ Children, Education and Skills
  ◦ Crime and Justice
  ◦ Economy
  ◦ Government
  ◦ Health and Social Care
  ◦ Labour Market
  ◦ People and Places
  ◦ Population and Migration
  ◦ Travel and Transport

• The Neighbourhood Statistics - a sub-section of the main ONS website providing data for download by geographical area and by topic (http://www.neighbourhood.statistics.gov.uk/dissemination/Download1.doc).

• NOMIS (www.nomisweb.co.uk) - another online resource provided by ONS, which permits easy access to a range of large-scale survey and administrative data. Data are available for a range of geographical levels, and can be accessed and downloaded for user-defined categories.

• StatsWales (www.statswales.wales.gov.uk) - an online resource provided by the Welsh Assembly Government. The website brings together a range of data specific to Wales and its districts. Some data sources, e.g. the Welsh Index of Multiple Deprivation (WIMD), are available at lower super output area (LSOA) level.

- local and national administrative data, including service user data - for example:
  - the local authority housing department will compile data on new tenants in social housing and on homelessness;
  - the education department will be able to provide data that indicates achievement levels among different sections of the local population and levels of financial hardship;
  - the local health authority will have information on service use and key indicators of health and well-being;
  - the police compile reported crime data, including details about the types of crimes, and where and when crimes took place.
  - Other data sources that might help you keep track of demographic changes include, Council Tax records; electoral register records, National Insurance registrations and information from employers.

- local research and consultation - different departments within the local authority, the health authority and other public sector agencies (including Communities First Partnerships and the police), as well as voluntary and community sector agencies, will likely have commissioned or undertaken research themselves which might cast light on the situations and experiences of different communities.

- local reporting systems - information from front-line staff, multi-agency monitoring groups and records of service complaints can usefully supplement profile data from the above sources.

- geo-demographic profiling – classification systems that divide neighbourhoods into groups based on similarities in income, education, and household type, as well as attitudes and consumer preferences (e.g. Mosaic UK, ACORN).

It is important to be aware of the limitations of individual datasets when considering their suitability and reliability for learning about particular communities. Publicly available datasets are usually accompanied by 'metadata', which is information about the data, perhaps including how and when it is collected or calculated, and how reliable the figures are for different geographical levels or sections of the population. It may be important to report some of the data limitations along with the findings.

Various systems are available to support the capture and interpretation of this kind of data. The Ffynnon Programme, funded by the Welsh Government (until December 2012), supports the capture and reporting of data tailored to the needs of individual users in Wales. The Ffynnon Programme could support some of the data tasks associated with cohesion profiling and tension monitoring. For example, the Ffynnon team would be able to provide consultancy to help local authorities develop a system to collate relevant data from a range of agencies, and to report these data in a bespoke way to highlight specific performance indicators and outcomes. The system might produce a 'dashboard' of headline data that could be periodically updated.

Signpost

For information about the Ffynnon system see http://wales.gov.uk/topics/localgovernment/ffynnon/?lang=en.

Some local authorities are using the InfoBase Cymru system to provide easy access to a wide range of statistics and indicators covering a range of themes, including people, economy, education, health, housing and crime. The system can be used to map data relating to these themes geographically for a range of spatial scales, including district, ward and super output area. InfoBase can be commissioned to work with local authorities to build bespoke systems that support locally sourced data as well as that provided nationally by InfoBase.

Signpost

For examples of local authorities making use of the InfoBase Cymru system see:
http://conwy.infobasecymru.net/; http://denbighshire.infobasecymru.net/;
http://Vale.infobasecymru.net; http://bridgend.infobasecymru.net; InfoBaseCaerffili
http://caerphilly.infobasecymru.net.

Some local authorities have developed their own 'data hubs', which allow officers to contribute and extract information about their local authority area. These data hubs support Geographical Information Systems (GIS) to map where communities are located, and to show which issues affect them. Maps can be a good visual aid for presenting geographical data in a way that is easily interpreted and shared with others.

Signpost

For an example of a local authority generated system see the LASOS case study http://www.lasos.org.uk/. LASOS also provides an example of how the ACORN consumer classification has been used. Wards (across South Yorkshire) are profiled according to whether residents mainly represent wealthy achievers, urban prosperity, comfortably off, moderate means, or hard pressed.

Signpost

For a review of different GIS systems developed by the Welsh Assembly Government and the English Regions to support information sharing, primarily around crime, but which may help with community profiling and tension monitoring see
http://rds.homeoffice.gov.uk/rds/pdfs06/rdsolr0206.pdf

Where Geographic Information Systems do not exist locally or do not support all the datasets or types of analysis needed for community profiling, GIS software (e.g. MapInfo or ArcGIS) can be used independently to map data, layering multiple datasets on top of each other to explore spatial relationships, patterns and trends.

'Soft' Data

Review the hard data that you have been able to access, and identify any major knowledge gaps. Aim to fill any knowledge gaps with softer qualitative data. For example, there may be little or no hard data available on where new migrant groups have chosen to live. You may want to think about who might have contact with new migrant groups, and who might be able to provide some reasonably accurate information about them. Soft data can also be used to complement hard data. It can facilitate understanding of the local experiences that lie behind the numbers. For example, where the statistical evidence shows that a particular community is affected by issues, such as deprivation, crime, or ill health, soft data can help to show how and why this is the case.

There are a number of potential sources of qualitative information:

• local research and consultation - research commissioned or undertaken by public bodies and voluntary and community sector groups might have collected qualitative information about attitudes and experiences of particular communities, for example, through focus groups or face-to-face interviews

• local newspapers and magazines - the local press, including community newspapers and information sheets, can represent a rich source of information about local issues, experiences, problems and concerns

• minutes and papers of meetings - the minutes of the meetings of statutory and voluntary and community sector groups and partnerships can represent a rich source of qualitative information about the issues affecting different communities and how different agencies understand and respond to these challenges. Groups also receive reports and presentations which can represent a useful source of information.

• citizen or people's panels - many local authorities in Wales have established citizen panels, which they use to consult with service users and to explore the views and opinions of local residents

It is important when interpreting available evidence to question the validity of the data, its reliability, completeness, coverage, age and, therefore, relevance. Ask yourself whether insights are based on data collected through the application of rigorous methods by experienced researchers, or reflect personal opinion, anecdote and hearsay. Be careful not to regard opinion as fact and remember that the voices of the few do not necessarily represent the opinions of the many, and always state your sources.

Step 5: Collecting New Evidence

> **This step recognises that available evidence can sometimes paint an incomplete picture and that generating a community profile might require the collection of additional data.**

You might struggle to generate a community profile on the basis of existing information and evidence. If so, you should think about collecting some information for yourself. The approach you adopt will reflect the size of the gaps in knowledge you need to fill, as well as the resources you have available to support the collection and analysis of new information. Two obvious approaches to collecting more information are:

• consulting people working with the target community

• consulting with community members

Consulting Key Personnel

Consult and engage with agencies that have regular contact with the communities you have identified. People who have regular face-to-face contact with a group are likely to develop an informed understanding of their experiences and outcomes that is grounded in the realities of everyday life. This information can help to refine the picture painted by administrative and survey data.

Officers who have direct contact with communities can also be well placed to comment about community relations and to help you understand signs and signals of tensions (see 'resources' section for guidance on what to look out for).

How you go about gathering information and insights from these individuals might vary from requests for officers to review and comment on drafts of the community profiles, through to more formal research activities, such as interviews or focus group discussions. The approach you adopt will inevitably be informed by the resources at your disposal. Local services you might consider talking to include:

• school staff
• youth workers
• educational welfare officers
• youth offending team
• child and family social workers
• community support officers
• housing officers
• Gypsy and Traveller liaison officer
• community nursing teams
• mental health workers (NHS and voluntary sector)
• neighbourhood wardens
• voluntary and community sector organisations, including the Citizens' Advice Bureau and the Regional/ Race Equality Council
• faith leaders (such as a vicar, minister, priest, rabbi or imam)
• Town and Community Councils
• local councillors

Community Engagement and Consultation

Community consultation can help you improve and sensitise your community profiles. Consultation can take various forms, ranging from informal discussions with key individuals or a small sample of community members, through to formal research activities.

Research / Resource Intensity	Form of Consultation
Resource light Anecdotal evidence More subjective Resource intensive Research evidence More objective	• discussions with local umbrella organisations • discussions with community members, including individuals who, for example, represent community interests on committees or at network meetings • 'sounding out' conversations with people attending a service, meeting or event • tapping into existing consultation activities • focus group discussions with a small sample of group members • in-depth, face-to-face interviews with a sample of the community • survey (face-to-face or postal) of the group members

Lighter touch consultation activities will make fewer demands on resources, but provide less robust data. However, they can still help you appreciate better the issues affecting a community. Examples include informal discussions with representative groups and conversations with community members attending a meeting or event, such as an Older People's Forum, Police And Community Trust (PACT) meetings and Community and Town Council meetings. Many local authorities now also have social networking sites, on which requests for information could be posted or opinions sought. The insights you'll get from these activities will be anecdotal and subjective but they might prove useful in helping you to scope issues or better understand perspectives and opinions. Ideally, you want to collect both soft qualitative data and hard quantitative data, as they both complement each other.

A potentially productive approach to **gathering more robust information**, in the face of resource constraints, is to tap into the ongoing community engagement and consultation activities of the local authority. Some local authorities have brought together community engagement activities into an overarching strategy for the authority, in a bid to better coordinate engagement with customers, residents and communities. It will be important to consult any

such strategy and liaise with the relevant officers about your needs and how best to approach different communities.

Community consultations can involve a variety of different techniques, including focus groups, online questionnaires, citizens' panels and Planning for Real exercises. They typically take place in relation to a set of proposals, options or priorities that have already been developed by the local authority, or to assess satisfaction with an existing service. It is worth reviewing whether any information of relevance to your profiles has emerged from previous consultations. You might also explore whether colleagues are willing to let you insert some questions into a forthcoming survey or consultation. There might even be the possibility of using a consultation mechanism, such as a citizens' panel, to directly address members of a particular community.

Signpost

For advice about community engagement, including techniques for engaging 'hard to reach' groups, see the Local Government Improvement and Development website http://www.idea.gov.uk/idk/core/page.do?pageId=7816307

The ideal approach to consultation, if resources permit, is to collect information through fieldwork activities, which can take three general forms:

- survey methods - a survey is a relatively inexpensive method of collecting information in a standard format from a large number of people. Collecting information in a structured way provides uniform data that can be analysed relatively easily. There are two essential types of survey - self completion surveys (such as postal questionnaires) and interview surveys, where someone else asks the questions either in person or via telephone. Conducting a survey demands capacity and expertise (for example, in survey design, data collection techniques, data management and analysis). If you do not have the necessary capacity and expertise and funds are available, you might want to consider commissioning an outside agency to assist with the survey.

- interviews - semi-structured interviews can provide detailed insights into particular experiences, attitudes and opinions. They can venture beyond the overview often provided by surveys and expose the fine detail of situations and experiences. They can also be useful for illuminating the factors informing individual actions and the resulting outcomes described in administrative data. However, in-depth interviews are resource intensive, taking more time to organise and conduct. The person conducting semi-structured interviews must be knowledgeable and well-briefed about the subject under discussion. Also, the data produced are not in a standard format, making analysis more difficult.

• focus groups - a focus group is a qualitative data collection method in which one or two researchers and several participants meet as a group to discuss a given research topic. A researcher leads the discussion by asking participants to respond to open-ended questions that require an in-depth response. Focus groups can generate a large amount of information in a relatively short time period. They are also useful for accessing a broad range of views on a specific topic and can help researchers understand the norms of a community, as well as the range of views that might exist within a population.

The questions you explore in a survey, interviews or a focus group will depend upon the gaps you need to fill in your community profile, after you have reviewed available information.

Signpost

For advice about commissioning research see guidance published by the Social Research Association http://www.the-sra.org.uk/documents/pdfs/commissioning.pdf

Step 6:   Reporting

Having collected, collated and analysed available information and evidence, it is time to produce your community profiles. These will need to be regularly revisited and updated in response to changes in local communities.

Structuring the Profile

Once you have collected, collated and analysed available information, you will need to produce your community profile. The most obvious approach is to produce a written report. A typical profile report will include:

• Title page - including confirmation of the report authors and their affiliation.

• Acknowledgements - including reference to help received from different organisations and individuals and sources of data.

• Contents page - important in allowing the reader to quickly grasp the scope and focus of the report and navigate their way around the document.

• Summary - key points that people who do not have the time or inclination to read the whole document might take from the report. As a rule of thumb, try and limit the summary to two or three pages.

• Introduction - which might include discussion of the background to the report; terms of reference and aims and objectives; approach to compiling the profile; data sources consulted; original research undertaken; and consultation that has taken place.

• Findings - this is the main body of the report. It should be sub-divided by topic or theme. Key headings might include:
   ◦ size of the community and settlement patterns
   ◦ age breakdown
   ◦ household structure
   ◦ employment and economic activity
   ◦ socio-economic status
   ◦ ethnicity
   ◦ educational attainment
   ◦ health
   ◦ housing
   ◦ the community's history in the area
   ◦ experiences of crime
   ◦ relations with other communities
   ◦ community organisations and representative bodies

Each section of the findings should follow a similar format. One approach is to start by discussing hard evidence, drawing on administrative data and research findings, before moving on to discuss softer evidence, and then conclude with some reflections about gaps in knowledge and understanding.

• Conclusion and recommendations - this section should not introduce new information, but focus on summarising the stand-out findings and make suggestions, which might include advice about actions to be taken by different agencies, as well as key messages regarding cohesion.

• Appendices - normally contain additional information, such as charts and tables, and technical information about research methods.

Before finalising the report, you might want to circulate a draft for comment. Policy leads across the local authority and front line staff working with the community, as well as community members themselves, might be asked to comment on the detail and accuracy of the report, including whether any groups or issues been missed. Consultation might be undertaken through email contact, face-to-face meetings or group discussions. Not only will this process help confirm the accuracy of the profile, it will also serve to strengthen the credibility of the profile in the eyes of the community itself.

> **Signpost**
>
> See case study detailing how Sheffield City Council went about developing community profiles. For examples of community profiles describing the situations and experiences of different minority ethnic groups in a district see http://www.sheffield.gov.uk/index.asp?pgid=66035.

Reporting on Community Relations

Your profiles should reflect on community relations. Key questions to consider include:

• are there any divisions or tensions within the community (for example, between older and younger community members)?

• what are relations like between the community and other groups in the area?

You should also note any particular events that have affected a community in the past and which could reoccur and undermine relations in the future (such as a demonstration, a political decision or a particular crime). It might be helpful to summarise community relations in a diagram, which can be easily shared and understood (see example of a community relations map below).
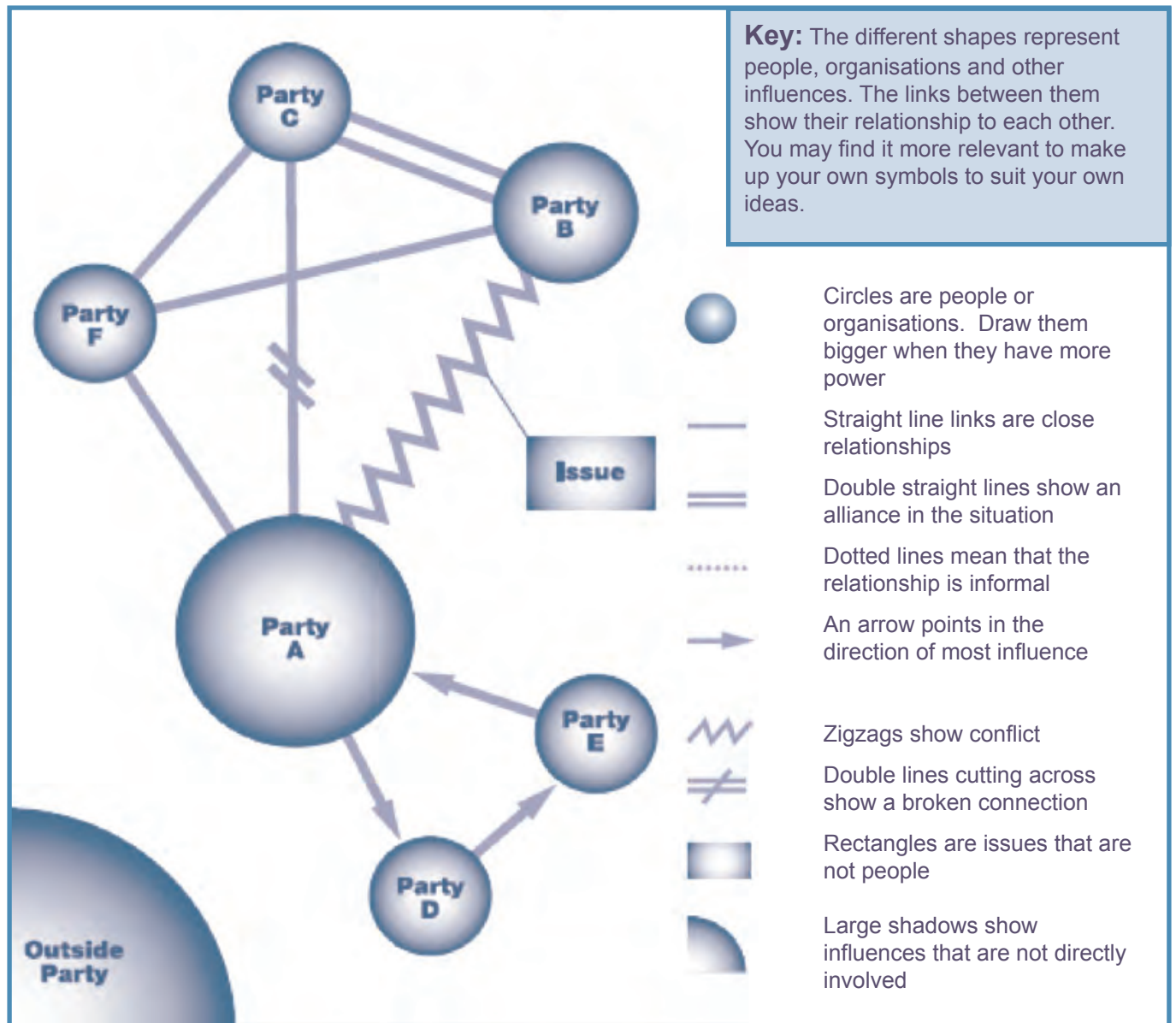
Example of a Community Relations Map

Key: The different shapes represent people, organisations and other influences. The links between them show their relationship to each other. You may find it more relevant to make up your own symbols to suit your own ideas.

Circles are people or organisations. Draw them bigger when they have more power

Straight line links are close relationships

Double straight lines show an alliance in the situation

Dotted lines mean that the relationship is informal

An arrow points in the direction of most influence

Zigzags show conflict

Double lines cutting across show a broken connection

Rectangles are issues that are not people

Large shadows show influences that are not directly involved

Illustration reproduced from Home Office and ODPM (2006) *Community Conflict: A Resource Pack.*

Dissemination

It is important that the report is widely disseminated, so that it can fulfil all of its potential applications. These include:

• supporting the development of a strategy and plan of action for community cohesion, as well as highlighting issues across different policy domains demanding attention (health, education, housing, policing and such like)

• promoting the delivery of local services that are appropriate and relevant to the situations, requirements and needs of local communities

• informing efforts to understand the impact of policy and effectiveness of current practice

• empowering communities, by arming them with detailed information about their situations and experiences and the disadvantages they encounter

• informing the local knowledge and understanding of community dynamics, cohesion challenges and priorities for action

• targeting provision to address inequalities and deprivation

• identifying and responding to community tensions

Dissemination should be as wide reaching as possible.

The reports should be circulated across the local authority, to the Local Service Board, statutory and voluntary sector services and to partnerships, such as the Health, Social Care and Wellbeing Partnership, the Children's Young People's Partnership, and the Community Safety Partnership, amongst others. The reports might help to inform individuals and organisations about local issues and cohesion challenges that they might not be aware of, and promote attention to these cohesion issues within strategic and operational decision-making.

The profiles should also be made publicly available on the local authority website. However, it is also important to recognise that community profiles can sometimes contain sensitive information that might stir up tensions if made public. With this in mind, profiles should be reviewed, and where necessary edited, before publication.

Finally, it is an obvious point to make, but communities are dynamic and ever-changing. It is therefore important that profiles are reviewed on a regular (for example, annual) basis to ensure they remain relevant and responsive to changing circumstances. New profiles might also need to be generated in response to the emergence of new communities and changing social profiles. Every three to five years, it might also be necessary to undertake a more comprehensive review of community profiles, and to even repeat the whole exercise depending upon how out of date the profiles become.

PART 2:   A step-by-step guide to tracking cohesion

This part of the guide sets out a basic step-by-step approach to monitoring trends in predictors of cohesion.

The aim is to support the development of an 'early warning system' capable of spotlighting trends indicative of cohesion problems.

The approach utilises existing information to track predictors of cohesion at the district and neighbourhood levels.

The approach has been designed to place minimal demands on local authorities in terms of resources and expertise, although more advanced techniques can be deployed to enhance the insights provided.

It is a new method, which builds on insights into predictors of community cohesion generated by a number of recent studies.

The approach is organised into five steps:
 • agreeing responsibilities
 • reviewing measurements of cohesion
 • identifying proxy indicators of cohesion
 • monitoring indicators of cohesion
 • reporting

What is cohesion tracking?

Cohesion tracking involves monitoring known predictors of community cohesion in order to identify trends that are indicative of emerging cohesion problems.

Why track cohesion?

By tracking known predictors of cohesion it is possible to identify trends within the local population that raise the prospect of emerging problems with community cohesion. Tracking therefore represents an 'early warning system', which supports intervention before emerging problems escalate into tensions or conflict, which are monitored and assessed in Part 3

What are the links between cohesion tracking and community profiling?

The community profiles generated in Part 1 will help you interpret the potential consequences of the trends revealed by tracking cohesion. In turn, the trends revealed by tracking cohesion might prompt an updating of these community profiles.

An easy to use method

The step by step approach is designed to be easy to use. It relies on publicly available data and demands only basic expertise in data processing. Delivery should not, therefore, represent a major drain on resources.

Building on existing guidance
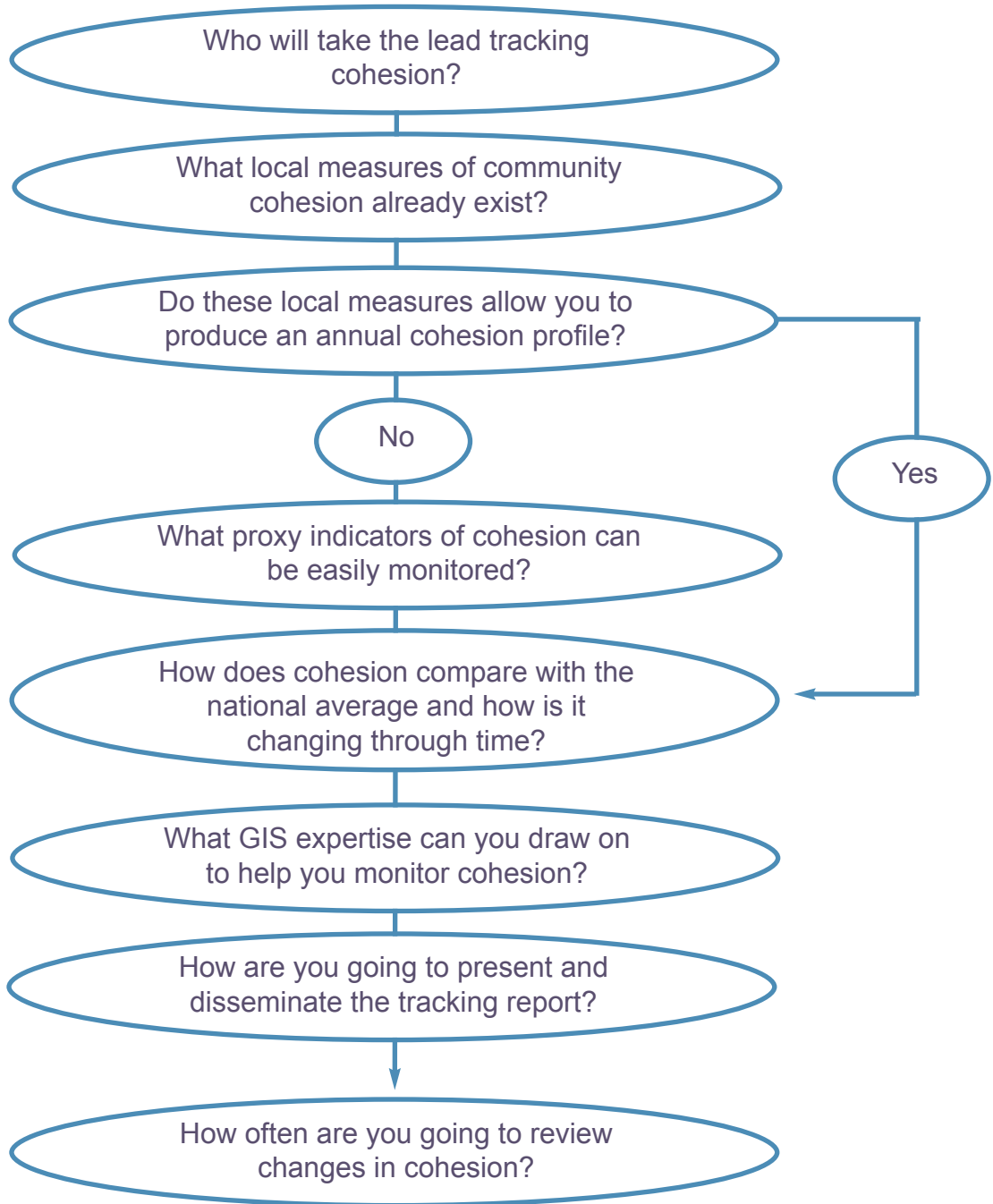
The approach draws on the findings of research commissioned by the Department of Communities and Local Government and the Department for Education, which explored statistically significant predictors of variations in community cohesion.[2]

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[2] http://www.communities.gov.uk/documents/communities/pdf/681539.pdf;
http://www.education.gov.uk/publications//eOrderingDownload/DFE-RR033.pdf

Tracking Cohesion: Key Decisions

Who will take the lead tracking cohesion?

What local measures of community cohesion already exist?

Do these local measures allow you to produce an annual cohesion profile?

No

Yes

What proxy indicators of cohesion can be easily monitored?

How does cohesion compare with the national average and how is it changing through time?

What GIS expertise can you draw on to help you monitor cohesion?

How are you going to present and disseminate the tracking report?

How often are you going to review changes in cohesion?

Step 1: Agreeing Responsibilities

This first step focuses on agreeing who will take the lead in cohesion tracking and how the tasks will be shared across the local authority and its partners.

It would make sense for the local authority community cohesion officer to take the lead in initiating and coordinating the cohesion tracking. However, cohesion tracking will require some data and analytical expertise. It might, therefore, make sense for someone who regularly works with data to take an operational lead. This person might be based within the local authority's central research team, if there is one, or in a relevant policy team, such as the community safety or neighbourhoods' team.

It is also important that departments across the local authority and other partner agencies play an active role in cohesion tracking. Local agencies, such as the police, will already be collating and monitoring cohesion relevant data for their own purposes, and it will be worth tapping into this rather than duplicating effort.

Members of the local partnership leading on community cohesion issues in the area should be informed and engaged with efforts to track community cohesion as early as possible. This will involve explaining the rationale and general approach to cohesion tracking. This information will help partners to gain support within their own organisations for sharing data and agreeing to any new roles and responsibilities relating to cohesion tracking.

Step 2: Reviewing Measurements of Cohesion

This step involves reviewing what existing measures are available for gauging perceptions of cohesion and, where this is lacking, considering additional measures.

Review existing local resources for measuring perceptions of cohesion. For example, a number of Welsh local authorities already have their own citizens' panels and/or conduct regular residents' surveys to explore public attitudes towards service delivery, fear of crime, and other social issues. Other partners, such as the police, might also make use of public surveys. Large-scale national surveys, such as the Home Office Citizenship Survey and the National Survey for Wales (formerly the Living in Wales survey), contain questions to measure perceptions of cohesion. However, findings from these national surveys are not reliable for small geographical areas, meaning they are of limited use for district level profiling.

If perceptions of cohesion are not measured locally, *consider the possibility of adding cohesion questions into existing surveys, or developing a new survey* that would accommodate cohesion questions. As dictated by resources, a survey might cover the whole district or could be focused in particular parts of the district where cohesion issues are known to exist. Local authorities should approach other partners to discuss sharing the benefits and hence the costs of the survey. Where in-house expertise and capacity is lacking, contractors (including market research companies, universities, etc.) can be commissioned to help design and deliver all or particular aspects of the survey.

Signpost

See the 'resources' section for a case study example of how Rhondda-Cynon-Taff carried out a neighbourhood-level survey to explore the causes of low cohesion and how they might be addressed.

See the Oldham community mapping case study for an example of a district-wide cohesion survey, an example of which can be found at:
http://www.oldhampartnership.org.uk/you___your_community_survey.pdf

Consider whether perceptions of cohesion are being measured adequately. In doing so, you might want to consider the following:

 • are the cohesion questions the right ones to help monitor local cohesion issues?
 • is the survey sample big enough to provide robust findings at low level geographies?
 • are all sections of society adequately represented in the survey sample (e.g. might it be necessary to boost responses from ethnic minorities, young people, disabled people, or any other groups of interest)?
 • are the surveys regular enough, for example, to be able to monitor changes in cohesion and to be able to respond to these changes quickly enough?

Thought should be given as to how best to measure cohesion locally. Community cohesion is a complex concept addressing issues of citizenship rights and responsibilities, perceptions of belonging, fairness and trust, and the acceptance of and relationships between different groups. This complexity can make community cohesion difficult to measure. The Home Office devised a 'headline indicator' to capture the essence of community cohesion in a single survey question:

> *to what extent do you agree or disagree that this local area (within 15/20 minute walking distance) is a place where people from different backgrounds get on well together.*

Whilst this headline question offers a pragmatic solution to measuring cohesion, there is evidence that 'different background' can be interpreted purely in terms of ethnicity, missing out on other dimensions of difference, such as age and socio-economic status.[3]

Another question that correlates very highly with the headline cohesion question, and therefore, is likely to be measuring a dimension of cohesion, perhaps beyond ethnicity, is:

> *To what extent do you agree or disagree that people in this neighbourhood are willing to help their neighbours? (strongly agree – strongly disagree)*

Local authorities may therefore want to make use of this and/or other questions that might be specifically tailored to local cohesion issues, for example questions which explore inter-generational or language issues.

It is critically important that cohesion questions really do measure what they intend to measure. This might entail cognitive testing[4] for any new questions, or it might be preferable to draw on pre-tested questions. The Office for National Statistics offers a bank of 'harmonised' questions ; and using these harmonised questions[5] ensures that data are comparable across surveys as much as possible. To be able to measure change over time, the questions need to be asked repeatedly and in the same way each time.

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[3] Based on cognitive testing of a similar question in the longitudinal Study of Young People in England (LSYPE)
[4] See glossary for more information on what cognitive testing is.
[5] See glossary for more information on 'harmonised' questions.

Signpost

Home Office guidance on building a picture of community cohesion provides examples of sources of information and questions for surveys of cohesion and relations between different ethnic and religious groups
http://www.communities.gov.uk/documents/communities/pdf/buildingapicture.pdf

Signpost

For the bank of harmonised questions held by the Office of National Statistics see
http://www.ons.gov.uk/about-statistics/harmonisation/index.html

The secondary set of harmonised questions, might be particularly useful, especially those relating to 'social capital': http://www.ons.gov.uk/about-statistics/harmonisation/secondary-concepts-and-questions/index.html

Step 3: Identifying Proxy Indicators of Cohesion

This step shows how proxy indicators of cohesion can be identified from administrative data sources to monitor local cohesion issues.

Administrative data[6] can be used alongside data on attitudes to help understand cohesion issues locally. Administrative data will be especially useful where little or no perception data exists locally.

Previous research[7] has been able to identify some factors that are known to be associated, either negatively or positively, with cohesion. These 'cohesion factors' include age, ethnicity, disability, occupation, economic disadvantage, migration, crime, and educational attainment. These factors do not necessarily 'cause' low or high cohesion, but they can be used to predict levels of cohesion for a group of people. The research does not claim these are the only factors associated with cohesion, but rather these are the only factors that have been confirmed by the research evidence so far. Hence, *in addition to the known cohesion factors, consider monitoring other factors relevant to specific local cohesion issues*, for example, anti-social behaviour, voter turnout, proportion voting for far right-wing parties.

The table below lists the known cohesion factors alongside some publicly available datasets that can be used as 'proxy indicators' to help track them over time. The list of proxy indicators is not exhaustive, and is better seen as a guide to the types of data that you might use locally. *Identify local datasets as proxy indicators for tracking cohesion*. Local agencies will be collecting (and analysing) a range of data as part of their own performance management practices. Local data may be more valuable for local cohesion tracking than publically available data, because local data are likely to be available for lower level geographies, and will be more immediately available than published data. However, data users will need to be aware of data protection protocols as well as the strengths and limitations of local data.

Signpost

See the 'resources' section for a case study example of how Rhondda-Cynon-Taff has used administrative data to gauge neighbourhood levels of cohesion.

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[6] See glossary for more information on what administrative data is.
[7] Laurence, J. and Heath, A. (2008) Predictors of Community Cohesion: Multi-level Modelling of the 2005 Citizenship Survey. London: Department of Communities and Local Government; Demack, S., Platts-Fowler, D., Robinson, D., Stevens, A., Wilson, I. (2010) Young People and Community Cohesion: Analysis from the Longitudinal Study of Young People in England (LSYPE). London: Department for Education

All datasets have limitations, and it is important to be aware of these limitations when considering the suitability of particular datasets as proxy indicators of cohesion. Publicly available datasets are usually accompanied by 'metadata', which is information about the data, perhaps including how and when it is collected or calculated, and how reliable the figures are for different geographical levels or sections of the population. Always ask local data providers for this kind of information. Although they may not be able to provide a written 'metadata' document, regular data users will usually be aware of the main limitations. It may be important to flag up data limitations when interpreting and reporting cohesion findings.

Hate crime can take many forms. It is not only about racism. Hate crime can be defined as any offence against a person or property, which is motivated by the offender's hatred of people because they are seen as being different, including because of a disability. In this respect, hate crime incidents may seem an obvious dataset to monitor in relation to cohesion. Hate crime data are collated and routinely monitored by the police and can usually be accessed by partner agencies for the purposes of cohesion profiling. However, hate crime data have a number of limitations that can limit their usefulness.

Firstly, hate crime data are not publicly available and do not meet the stringent requirements made of 'National Statistics'. Perhaps more importantly, are the problems associated with under-reporting and under-recording. There is overwhelming evidence that police statistics do not reflect the true extent of crime, due to under-reporting by victims and under-recording by the police; and these barriers to accurate crime data are amplified for hate crime, due to the following reasons:

• difficulties determining 'hate' motivation, especially if the perpetrator is never caught

• ability to accurately determine 'hate' motivation may be further hampered in the Welsh context, for example, if both the victim and perpetrator were White, yet there was a racial motive linked to the victim being an East European Migrant

• under-reporting due to victims' lack of confidence in the Criminal Justice System owing to their minority status

• under-recording due to reluctance on the part of police officers to record some incidents as hate crime[8]

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[8] Nolan, J.J. & Akiyama, Y. (1999). 'An Analysis of Factors that Affect Law Enforcement Participation in Hate Crime Reporting'. Journal of Contemporary Criminal justice Vol 15, No.1, 111-127
Dick, S. (Stonewall) (2009). Homophobic hate crimes and hate incidents. Equality and Human Rights Commission research summary 38

Cohesion factors and data proxy measures

Cohesion factor	Nature of association with cohesion	Admin data proxy	Dataset	Data owner	Web sources
Age	**Positive** - older people are more likely than younger to feel cohesive, but younger people feel more cohesive than middle-aged people	Young / middle / older people as a % of resident population	Mid year population estimates (2001 Census)	ONS	Nomis
Ethnicity	**Positive** - non-UK born and people from BME backgrounds feel more cohesive; and ethnic diversity generally has a positive effect on cohesion, but this is dependent on the type of ethnic mix in an area	% Born in Wales	2001 Census	ONS	Nomis
		% Speaks Welsh (aged 3+)	2001 Census	ONS	Nomis
		BME as a % of 16-64 population	Annual Population Survey (APS)	ONS	Nomis
		% Non UK born	Annual Population Survey (APS)	ONS	ONS website (local area migration indicators)
Migration	**Negative** - areas with a greater proportion of non-UK born in-migrants has a negative effect on cohesion in the area	Net Internal migration as a % of resident population	Migration Data, Population Estimates Unit (PEU)	ONS	ONS website (local area migration indicators)
		Net International migration as a % of resident population	Migration Data, Population Estimates Unit (PEU)	ONS	ONS website (local area migration indicators)
		Migrant NINO registrations as a % of resident population	Migrant NINO registrations	DWP	ONS website (local area migration indicators); DWP Tabtool
		Worker Registration Scheme (WRS) as a % of resident population	Worker Registration Scheme (WRS)	Home Office	ONS website (local area migration indicators); Local Government Association (LGA) website
Economic disadvantage	**Negative** - people living in areas of higher deprivation feel less cohesive; individual level disadvantage (housing tenure and income) is also linked with lower cohesion	% LSOAs in the most deprived 10%	LSOA distribution using WIMD 2008 by Region and LA (Revised)	WAG	StatsWales
		% Owner-occupied & private rented Vs Local Authority & RSL dwellings as a % of all tenures	Dwelling Stock Estimates for Wales, by local authority and tenure	WAG	StatsWales
		Unemployed as a % of resident population aged 16-64	Claimant Count Estimates	DWP	Nomis
Crime	**Negative** - higher levels of crime are linked with lower cohesion	Violence Against the Person offences as a % of population	Recorded Crime at Local Authority Level	Home Office	Home Office website
		All notifiable offences as a % of population	Recorded Crime at Local Authority Level	Home Office	Home Office website
Education	**Positive** - higher qualifications are linked with higher cohesion	% of 16-64 population with no qualifications	Annual Population Survey (APS)	ONS	Nomis
		% pupils aged 15 who achieved five or more GCSEs grade A*-C or vocational equivalent	Examination achievements of pupils aged 15, by year (gender, LEA)	WAG	StatsWales
Occupation	**Positive** - people in upper occupations feel more cohesive than people in lower occupations	Upper occupations (SOC 2000 groups 1-5) Vs lower occupations (SOC 2000 groups 4-9) as a % of all in employment	Annual Population Survey (APS)	ONS	Nomis
Disability	**Negative** - people with long-term illnesses feel less cohesive	% of population entitled to Disability Living Allowance (DLA)	DLA Claimants	DWP	Nomis

Step 4:   Monitoring Indicators of Cohesion

This step shows how to make practical use of different indicators to map cohesion and to identify which groups are most affected by cohesion issues.

Collate cohesion relevant datasets in one place for comparing and tracking.
Many cohesion relevant datasets are publically available and easily accessible via online resources (some online resources are listed in part 1, step 4). Other datasets will be available via links with local service providers. Where data is being shared by partner agencies, you will need to ensure that relevant data protocols are observed (see legislation detailed in the 'resources' section). Partner agencies could be asked to provide data in a prescribed format. As well as spreading the load, this could also reduce risks associated with sharing 'raw' (and perhaps disclosive) data.

Make use of existing resources to capture and report data. There is a potential role for the Ffynnon Programme (see Part 1, Step 4), which has the capacity to provide local authorities with a bespoke system that can routinely collate and report on cohesion relevant datasets from a range of agencies. For local authorities that already use InfoBase systems, these might be adapted to support cohesion relevant datasets and analysis. If some datasets are regarded as too sensitive to be placed on the public version of the InfoBase system, local authorities could explore opportunities for retaining a section or version of the system for internal use only.

Decide the extent and nature of the cohesion tracking locally. This will largely be determined by available resources and expertise; but also, over time, by what the cohesion tracking reveals and how useful the local authority and partner agencies have found it. Where resources are limited, concentrate on tracking indicators that help understand and monitor the main cohesion issues in the district.

Track indicators over time to observe trends - upwards and downwards - and identify where there are any rapid changes. Rapid change, as opposed to gradual change, presents a cohesion risk, because communities may not have had enough time to adjust, and this can trigger problems. Rapid change for some cohesion indicators, such as in-migration, point to potential cohesion issues. Rapid change in other indicators, such as violent crime rates, might point to manifest cohesion issues.

In addition to change, monitor cohesion indicators benchmarked against the average. For example, by exploring how Welsh districts compare to the national average, or how neighbourhoods compare to the neighbourhood average. A neighbourhood average could be based on neighbourhoods within the same district, or based on neighbourhoods with similar socio-demographic profiles. This type of analysis can inform decision-making processes about where to prioritise and target interventions and other cohesion resources.

Geography is an important dimension of cohesion tracking and *Geographic Information Systems* (GIS) are a helpful tool for exploring how social statistics relate to geographical boundaries. GIS software (e.g. ArcGIS, MapInfo) can be used to explore where cohesion issues are in a very visual and easily interpreted way. GIS can present data via colour-coded maps to show how cohesion factors play-out across geographical boundaries, and in a way that data tables cannot; for example, by showing that neighbouring areas or certain types of areas (e.g. urban/coastal) are experiencing similar issues.

GIS can also be used to overlay multiple datasets to show relationships between social issues and where different communities live. For example, GIS can layer cohesion factors over community maps to illustrate which communities are most affected by particular cohesion issues. Of course, some communities are not co-located; some communities of identity are geographically dispersed. Alongside local intelligence about how these communities are distributed, GIS can help to identify any other geographical patterns that may be of relevance to them, such as employment rates, health status or particular aspects of the places where they live, such as the availability of services and facilities.

Signpost

for useful links to potential sources of data see table above and the 'useful links' in the 'resources' section.

Much of the cohesion tracking can be performed using standard software, such as Microsoft Excel. Staff can be brought up to speed by accessing appropriate Excel training. Some aspects of the cohesion tracking may require technical expertise. *Communicate with colleagues across the local authority to find out if and where data expertise already exists.* It is likely that local authorities will already have data analysts able to take on some of the tasks associated with cohesion tracking. GIS expertise may already exist in parts of the local authority involved in mapping population trends. Other partners may also be able to provide GIS expertise. For example, the police will routinely map where crimes take place to inform crime prevention and enforcement activities. Where existing staff do not have the time to carry out cohesion tracking, these staff may still be able to offer training and/or ongoing support to others taking on this role.

Other options for increasing GIS expertise include recruitment or training for existing staff. Universities and specialist training agencies offer GIS courses which can sometimes be tailored to the specific requirements of a group. Local authorities and partners across districts could link up to exploit economies of scale in relation to GIS capacity, expertise, and training opportunities.

Step 5: Reporting on Cohesion Indicators

This step sets out how the analysis of cohesion data might be disseminated.

Although reporting will be largely dictated by the nature and extent of the analysis, this section will set out some general guidance on how to structure reports, the frequency of them, and who will need to see them.

A cohesion profile for the authority might be produced on an annual basis. The first report would act as a benchmark. Future reports would update and add to the profile, highlighting any significant change. The profile would set out general trends through time to the current day, and would show how different geographical areas (for example, wards or neighbourhoods) and types of areas (rural vs. urban) fare differently within the district.

It is advisable to report on each cohesion factor separately. Combined measures have their place, but it is important to show how cohesion factors individually impact on communities to better inform strategies for further exploration and intervention. For example, migration and crime issues will require different approaches, and perhaps by different agencies.

Tip

Feed any insights from the cohesion profile - such as information about trends that are likely to impact disproportionally on a particular community - into the annual review and updating of the community profiles generated in Part 1

The cohesion profile would be a stand-alone document that should be shared with the local community cohesion partnership, the Local Service Board and other partners across the district. Service providers have an important role to play in improving perceptions of cohesion, as research has shown that satisfaction with services is correlated with higher levels of cohesion. Some of the information in the cohesion profile may be sensitive, and thought should be given as to whether some sections of the profile should be disseminated differently and/or less widely.

Whilst cohesion profiling is distinct from tension monitoring, the cohesion profile will provide important contextual information, and should be a key document for partners involved in tension monitoring. The cohesion indicators will not necessarily highlight tensions, but will indicate where and for which groups cohesion is low, thereby informing strategies and targeting resources to help prevent tensions. It is also important to recognise that a relatively high overall

level of community cohesion may conceal hosltility against particular minority groups, such as people with learning disabilities or migrant workers. Indeed, in some cases different elements of a community of place may secure cohesion by uniting against a specific minority group.

It addition to the cohesion profile, ongoing tracking of cohesion indicators may be reported on a regular basis (e.g. quarterly) to partners involved in tension monitoring (e.g. the tension monitoring group referred to in Part 3). These regular updates could report general trends for all of the main cohesion indicators, or report by exception i.e. for indicators that show exceptional change. These regular updates will be limited by what data is available and when, as some datasets may only be updated on an annual basis.

PART 3: A step-by-step guide to tension monitoring

This part of the guide sets out a basic step-by-step approach to developing a system for monitoring community relations and spotlighting emerging tensions.

The steps aim to help partners plan how they will work together to develop an effective system for monitoring tensions.

It aims to maximise the insights to be gained from existing information and to support the collection of additional data.

Each step provides different options, because organisations will have different skills and resources at their disposal. Training may be needed to deliver certain aspects of the approach.

It brings together lessons learnt and techniques developed by different organisations, from around Wales and beyond, into an integrated approach.

The approach is organised into five steps:
 • setting up a tension monitoring group
 • agreeing common cause
 • recording and assessing tensions
 • undertaking a Community Impact Assessment
 • reporting

What is tension monitoring?

Tension monitoring involves reviewing signs of problems with cohesion in a bid to ensure a timely response that prevents tensions escalating into more serious incidents of social disorder.

Why monitor tensions?

All communities have the potential for tensions to arise, which may lead to some form of conflict. The nature of tensions will vary from one area to another. Tensions may emerge between different ethnic or faith groups, new arrivals and long term residents, young and old, rich and poor or along neighbourhood lines. Local authorities and their partners need to have up to date information about local trends in community cohesion and be able to identify tension 'hotspots' in order to carry out early intervention, and prevent issues escalating into open hostility, conflict and even public disorder.

A partnership approach

Accepted wisdom is that the most effective approach to tension monitoring is through a multi-agency group, which brings together partners who have access to a wide range of intelligence and data. This guide supports this approach, while acknowledging that the specifics of the approach adopted may well vary from place to place.

Building on existing guidance

The step by step approach to tension monitoring outlined in this guide builds on guidance on tension monitoring produced by the Department for Communities and Local Government[9] and the Institute of Community Cohesion[10].

[9] http://www.communities.gov.uk/publications/communities/cohesionplanning
[10] http://resources.cohesioninstitute.org.uk/Publications/Documents/Document/DownloadDocumentsFile.aspx?recordId=165&file=PDFversion

Tension Monitoring: Key Decisions

Who is the named lead for tension monitoring?

Who will serve on your tension monitoring group?

What are the roles and responsibilities of the group and how will it operate?

What evidence is reviewed and how will you rate tensions?

What triggers a Community Impact Assessment?

How do you share tension reviews and Community Impact Assessments?

Step 1: Setting up a Tension Monitoring Group

This step aims to support the development of a multi-agency tension monitoring group. It recognises that establishing a group that works together has proved to be the most effective approach to building a local tension monitoring system.

This step aims to support the development of a multi-agency tension monitoring group. It recognises that establishing a group that works together has proved to be the most effective approach to building a local tension monitoring system.

Objective
The primary objective is to establish a multi-agency group, or groups, to take the lead on developing and managing a robust system for monitoring tensions and devising interventions.

Key principles:
• form a group (or groups) that includes representatives from relevant statutory services and voluntary and community sector groups

• identify lead officers in the local authority and police service who will be tasked with coordinating tension information and feeding into the wider group

• develop a system for sharing, collating and coordinating information about community dynamics and tensions

Lead Officers
The identification of a named police lead and a named local authority lead are prerequisites for developing an effective, integrated tension monitoring system. These officers will be responsible for coordinating evidence of tensions and feeding information to the wider group.

Exactly who is best placed to play this role will vary depending upon officer roles and responsibilities. In the local authority, officers well positioned to play this role might include: a community cohesion officer; a community safety officer; or a research or policy officer in the Chief Executives office. The key thing is to identify someone who has responsibility to coordinate relevant information and who is resourced and supported to play this role. The relevant officer in the police might be a member of the Community Safety Team, which is responsible for policy on community tensions.

Membership of the group

The precise membership of the group should be determined locally, but core members should include:

- Police - community support and liaison, safer neighbourhoods and intelligence teams
- Local Education Authority - for example, the team dealing with racist incidents
- Local Service Board
- Youth Service
- Community Cohesion Officer
- Community Engagement Team
- Neighbourhood Support Unit or Team
- Community Safety Team
- Housing - local authority housing department and social landlords (ALMO and housing associations)

Additional members might include:

- Equalities Officer
- Communities First officers
- Fire and Rescue Service
- Probation and Youth Offending Team
- asylum seeker and refugee team
- health care services
- voluntary sector organisations, such as the Race Equality Council
- community groups, such as tenants and residents associations and faith groups

Role and responsibilities of the group

The core responsibilities of the group should include:

- the collection and sharing of information about community dynamics and experienced and potential tensions

- the analysis of information and generation of a risk assessment regarding community tensions (see Step 3)

- the production of Community Impact Assessments to assess the risks associated with specific events that have happened or are planned to take place (see Step 4)

- devising interventions, to be delivered by partner agencies

- reviewing delivery to ensure agreed actions have been undertaken and to review any residual issues

- producing an annual plan to guide the actions of partner agencies

Governance arrangements

It is important for the partnership to have clear governance structures in order to ensure shared understanding of roles and responsibilities, clear lines of accountability, effective links to other partnerships and strategies and the timely and effective presentation of intelligence and advice to the Chief Executive of the local authority, the local police commander and other key partners.

Governance structures will need to be agreed at an early stage, although it might prove helpful for the group to begin work and to become familiar with what is entailed before formalising governance arrangements.

Governance arrangements will vary depending upon the local situation and existing structures, partnerships and arrangements. The following represent some general tips and considerations that will help you develop the arrangements that best suit your area:

• build on existing groups if they exist, and are working well and proving effective

• the group responsible for tension monitoring will need to connect to other meetings and processes; some of these links will be supported by the active membership of the key partners outlined above

• in many areas, Community Safety Partnerships, formed in response to the statutory obligation placed on local authorities and the police to form multi-agency partnerships in order to reduce crime and disorder across the local authority area, will be well positioned to assume responsibility for tension monitoring; this might involve constituting the tension monitoring partnership as a formal sub-group of the Community Safety Partnership

• partnerships need to take account of, and link into other related functions, including Local Resilience Forums, the Emergency Planning Unit and police command structures

• ensure that tension monitoring arrangements are lawful and conform to relevant legislation, including the Data Protection Act 1998 and the Freedom of Information Act 2000

A tension monitoring group or groups?

An approach sometimes taken to the organisation of tension monitoring is to form a tiered structure, modelled on the Bronze-Silver-Gold command structure often used by the emergency services to oversee the control of major incidents. In this model, the Silver group (see table below) would assume most of the responsibilities outlined above, with the Gold group being kept informed of developments and called on whenever strategic leadership is required. The Bronze group would be tasked with the job of managing tensions and minimising risk on the ground.

Group	Role	Responsibilities	Meetings
Gold	Strategic	• formulation of strategy for dealing with identified risks and emerging tensions	Regular but infrequent, unless responding to emerging issue or incident.
Silver	Tactical	• collection and sharing of information • analysis of evidence and risk assessment • production of Community Impact Assessments • directing interventions • producing annual plans	Regular and frequent (for example, every two months). More frequent in the event of emerging tensions and before/after a major incident.
Bronze	Operational	• managing tensions, minimising risks and responding to incidents	Regular but infrequent, unless responding to emerging issue or incident.

The Silver group could be constituted as a sub-group of the Community Safety Partnership, or it might be appropriate for the Community Safety Partnership to play this role itself. Tension monitoring could then be an item on the agenda addressed every time the Partnership meets.

Signpost

For Home Office guidance on effective partnership working on crime and community safety issues see http://www.alcoholdigitalresource.co.uk/pdfs/5rr7hXo5-guidance_for_effective_partnerships.pdf

Signpost

See the 'resources' section for a case study example of how tension monitoring activities in Blaenau Gwent are coordinated via two multiagency groups, both of which are led by Ebbw Vale Police.

Step 2: Agreeing Common Cause

This step focuses on establishing a shared understanding of tension monitoring, why it is worth doing and what it involves. It involves clarifying what it is and what it is not, recognising anxieties and concerns and securing widespread agreement about the best way forward.

Objective
To establish a local understanding of what is meant by 'community tensions', why they should be monitored, and the importance of working in partnership and sharing information.

Key principles:
- agreement is reached regarding a local definition of community tensions and an understanding of different types of tension that might impact on the local area

- the reasons for monitoring tensions are agreed and widely disseminated

- concerns and anxieties about tension monitoring are addressed, including fears that the process will stigmatise certain groups or communities and that it involves 'spying' on people

- the approach builds on existing policies

- partners can see the value of being involved and sharing information

Defining community tension
There is no definitive definition of community tension. However, the general consensus is that community tension is a state of insecurity, uncertainty and disharmony, which has the potential to threaten peace and stability, and which may lead to disorder.

Tensions can develop between and within communities and toward particular institutions. They can be informed by actual or perceived threats, prejudices, experienced or reported events and actions. They can be present for long periods without developing into serious community conflict or disorder, or can emerge apparently 'out of nowhere' to be a major problem. They can be prompted by a wide range of factors, including:

- **Political** - extremist political activity (leafleting, graffiti, meetings); elections or by-elections at which extremist candidates are standing; issues, potentially detrimental to community cohesion, which are prominent on the public agenda (for example, access to housing or allocation of council funding to particular groups); local demonstrations; local political situations which are exacerbating community tensions

- **Community** - tensions within or between communities and particular incidents involving members of specific communities (of place, identity and interest)

- **Immigration, asylum seekers and refugees** - for example, local concerns about the effects of migration on the local area; the impact of national policy on local migration (for example, asylum dispersal) on the local area; racist attacks motivated by anti-migrant sentiment

- **Racial and religious** - for example, actions of racist organisations; racially and/or religiously motivated incidents and offences; concerns within communities (including faith communities) about hate crime

- **Criminal** - for example, gang activity and anti-social behaviour

- **National and international** - incidents which have impacted upon or have the potential to impact upon the local community

- **Future** - events on the horizon, including significant anniversaries and planned demonstrations

- **Organisational Capacity** - potential changes to internal capacity and/or relations between partners that might affect the ability to respond to tensions

Reporting of these incidents by local and national media will be a major factor informing the impact of events on community relations and tensions.

Tensions are to be expected in all communities and they can reflect legitimate concerns, which can provide a focus for community activism. People have a right to voice concerns and that public protest can be a creative force for good, enabling issues to be dealt with at an early stage

Why monitor community tension?
The reasons for monitoring tensions are many and significant:

- public bodies have general and specific legal duties with regard to promoting the safety and well-being of communities and promoting good relations, for example, between different ethnic groups

- reviewing community relations and well-being and monitoring tensions can provide early warning of potential problems

- if rising tensions go unrecognised and are left unchecked they can escalate into conflict, crime and disorder and result in damage to property, people, communities and the reputation of an area

- managing tensions should be an integral part of efforts to promote positive community relations and maintain a situation where the population of an area can live in peace and feel safe

The primary objective of tension monitoring is to prevent a breakdown in community relations and heightened tensions, which could result in insecurity, fear, crime and disorder.

Agreeing ways of working
It is useful to formally outline the aims and objectives of tension monitoring, the role and purpose of the tension monitoring group and the responsibilities of different partners. These might be presented in a strategy, which could be shared with partners and circulated more widely to public agencies and voluntary and community sector organisations to increase awareness about the group's activities and to address concerns that might exist about the motives behind tension monitoring.

Signpost

For an example of a Community Tension Monitoring Strategy see
http://cmis.sandwell.gov.uk/CMISWebPublic/Binary.ashx?Document=30374

Signpost

For an example of how to manage the flow of information generated by the tension monitoring see the Leeds case study in the 'resources' section.

Information Sharing Protocols
It is important to have common agreement about what information will be shared and how it will be used. The following advice is included in Communities and Local Government (CLG) guidance on tension monitoring:

- releasing tension monitoring information has risks attached to it. If details of specific incidents found their way into the public domain they may lead to retaliatory activity and heightened fears and tensions;

- those responsible for collating and analysing tension monitoring information should consider passing aggregated tension reports down to partners who have contributed to the process only where an explicit agreement has been reached with them about how that information can be used. Key principles include:
    - information passed back down the reporting 'chain' should only be shared with the partner organisation receiving it and should not be disseminated further without explicit agreement;

ₒ partner organisations with whom tension monitoring information is shared should agree with those responsible for producing the report the general purpose to which they will put the information, and advise partners in advance of any specific action they intend to take in relation to a particular piece of information or the issues raised;

• local authorities should also consider developing a formal agreement to share information 'sideways' with neighbouring areas as tensions in one area may affect another, and effective management of tensions may require working across boundaries. One approach is for tension monitoring leads from neighbouring local authorities to meet regularly (for example, every three months) to swap intelligence and to share information on ways of working.

Partners might want to take legal advice to ensure that their local tension monitoring arrangements are lawful.

Signpost

See information about legislation relevant to tension monitoring and information sharing in the 'resources' section.

Step 3: Recording and Assessing Tensions

This step outlines an approach to recording, collating and assessing community relations and tensions. The approach involves collecting information about the views and opinions of residents, noting what has happened and considering what might happen in the future.

Objectives
The objective of this step is to generate a picture of the current tension position.

Key principles:
• a description of the level of tension is generated

• tension is measured using a standard scoring system

• the system inevitably relies on a local judgement regarding the level of tensions. Different areas will have different levels of resilience

• the system is capable of profiling perceived and experienced tensions, as well as evidence of explicit problems

• assessments can be completed for different areas and communities

• tension monitoring should be informed by ongoing tracking of cohesion in the area (Part 2) and information from community profiles (Part 1).

The system
There are three essential elements to a tension monitoring system:

• description - of community experiences and how they feel
• evidence - of incidents, problems and emerging trends
• rating - of the level of tension

(i)   **Description** focuses on how communities feel and what communities think is happening to them. It focuses on 'the word on the street', is interested in rumours and stories, as well as widely accepted stories about contemporary issues and how people are reacting to local, national or international events. The insights gained through the generation of the community profiles (see Part 1) and profiling of cohesion (see Part 2) will prove useful. Other sources of information will include: surveys of community views or experiences, local media reports, websites, community press and campaign sheets, and feedback from formal groups (such as tenants' and residents' associations). Informal conversations with a cross section of local

people will also be a useful source of information, alongside community intelligence from neighbourhood wardens, community workers, casework by local councillors and feedback from local community meetings and organisations. Press officers could be made aware of the need to be alert to stories in the local media relating to local tensions or concerning issues that might affect community relations.

Signpost

for examples of the kinds of information which could provide signs and signals about community tensions in the 'resources' section.

(ii) **Evidence** focuses on collected and recorded data on problems, including incidents recorded by the police, the local authority and other agencies (such as social landlords). This might include evidence of racially or religiously motivated offences or incidents, gang and turf conflicts, neighbour disputes, and information about political extremism. The National Community Tensions Team provides a weekly distillation of articles and news items relating to faith, race and extremism locally, nationally and internationally, which may have an impact on community tension. These are made available to local police services and can be shared with the Tensions Monitoring Group.

Signpost

For advice and suggestions about capturing and pooling data see the 'resources' section.

Both of these elements of the assessment process should consider actual AND potential tensions. Potential tensions may be linked to a known event - such as a planned march - or a longer term process or trend informing change in an area (for example, the settlement of new arrivals, the closure of a major employer or a new housing development). This element involves the generation of an informed assessment of potential risks, taking into account what is known about the context, history of community dynamics, and current relations. The Community Impact Assessment Process (see Step 4) could help with the identification of Potential tensions.

Tip

Making the best uses of open sources of data

Ask your press office to inform you on regular basis of stories in the local media which may impact on community relations and promote tensions
Nominate one person to receive information from open sources
Acknowledge all contributions - people need to know that the information is useful
Regularly review websites associated with different groups which might have a bearing on what is happening in your area
Bring any 'inflammatory' material to the attention of the police and the local authority's legal department

(iii)   **Rating** - The measurement process involves generating a reading of the level of a tension, based on what has already happened and what is likely to happen next, drawing on descriptive evidence and hard intelligence. To this end you will need to determine what system you are going to use for rating risk. Some agencies may already have a system in place. It may be appropriate to adopt one of these wholly, or to develop a separate rating system that others can feed into. The police EEP system works with a six fold measure:

1   Imminent - community and/or criminal intelligence point to the likelihood of tensions manifesting into disorder, conflict and crime in the near future (hours or days). For example, groups gathering on the streets or opposing groups planning to demonstrate.

2   High - Tension indicators showing sustained hostility between particular groups and/or towards police and other agencies. There may be evidence of activity by extremist groups. Disorder may have happened in the recent past. Community and/or criminal intelligence suggests disorder or crime likely to develop within days.

3   Moderate (high) - rise in crime and/or disorder, combined with substantial corroborative evidence of other tension indicators. Particular communities may be targeted. Community and/or criminal intelligence suggests disorder or crime is likely to develop unless responses are developed.

4   Moderate (low) - crime and/or disorder levels clearly raised above the normal, with other tension indicators - for example, racist graffiti – providing corroboration. Levels may indicate targeting of specific communities. Community and/or criminal intelligence suggests disorder or crime may develop but that steps can be taken to prevent such development.

5   Raised - evidence that crime and/or disorder levels are raised when compared to the normal levels, which may indicate the targeting of particular communities, but levels not substantially above the normal. Information sources do not suggest that crime and/or disorder will develop.

6   Normal - no indication in community and/or criminal intelligence reporting that tension is above normal.

Signpost

For further information about Experienced, Evidenced, Potential (EEP) system for monitoring tensions developed by the Metropolitan Police see:
http://www.cohesioninstitute.org.uk/live/images/cme_resources/Public/documents/tension%20monitoring%20toolkit%202nd%20edition/Part1/tensionmonitoring_step3.pdf

There are no hard or fast rules about what rating system you should use. A simpler rating system might be preferred, such as the following four fold categorisation of risk:

• High - the area faces the highest risk and has the potential to experience disturbances in the immediate future. There is substantial and widespread fears in the local community and from local agencies about the imminence of public disorder. There might also be evidence of preparations for public disorder or its consequences. There is a record of sustained hostility between particular groups and the police and evidence that serious offences have been committed.

• Medium - tensions are evident in the local area, but the risk of disorder is not immediate. There are fears in the community and local agencies about the possibility of conflict and disorder if no action is taken. Particular communities have been targeted and tension indicators – such as racist graffiti – are on the increase. The expected disorder is localised geographically or within certain communities.

• Low - there are some tensions but they are not immediately evident and the risk of disorder is low. Community concerns that tension will develop into disorder are not widespread and the targeting of specific communities is at a low level or absent. Information sources do not suggest that disorder will develop.

• No tensions - there is no evidence of tensions and few, if any, community concerns.

Signpost

for examples of tension monitoring systems see the Wrexham and Oldham case studies.

Reporting

Tension monitoring reports should follow a common format. This should include a summary of the tension score recorded for each community. A current and potential rating might be generated. This can be presented in a tension summary table, such as the one below:

Communities	Current	Potential
Ethnic	5▶	6▲
Faith or religious	6▼	6▼
New arrivals	5▲	5▲
Generational groups	6▼	5▲
Socio-economic groups	6▶	6▶
LGBT communities	6▶	6▶
Gypsies and Travellers	5▲	5▶
Language groups	5▶	6▲
Overall Assessment	**5▶**	**6▲**

In this illustration, the police EEP rating system is used, but a similar table could be generated if using a simpler rating system, such as the four way categorisation presented above.

The Institute of Community Cohesion (iCoCo) guidance advises that the completion of a tension summary table should involve entering a numerical grading (1 = imminent, through to 6 = normal) in each box, together with an indication of trend, which is derived by comparing the situation with the previous assessment. If the current assessment is higher than the previous assessment then the trend is raised (▲), if this current assessment is lower than the previous assessment the trend is falling (▼), if the figures are the same the trend is static (►). Where a score 1-4 is recorded (the four higher levels), iCoCo advise that a Community Impact Assessment will be necessary (see Step 4). Of course, partner agencies can choose to adapt this reporting system or develop a new one that better fits with local practice.

Alongside this summary, a description of the current and potential level of tension should be generated. This should explain the score and refer to any particular issues affecting specific communities and explaining dominant trends. For further guidance on reporting, see Step 5.

Signpost

for an example of a Community Tension Assessment template see the Dyfed-Powys Police Authority's Community Tension Policy http://www.dyfed-powys.police.uk/documents/PoliciesProcedures/CommunityTensionPolicy.pdf

Step 4: Undertaking a Community Impact Assessment

This step provides a systematic approach to identifying the risks associated with a specific incident or event that has happened or is planned to take place. A Community Impact Assessment will be triggered by evidence of rising tensions (revealed by Step 3) or in response to a particular event or incident.

Objectives

The principal objective of a Community Impact Assessment (CIA) is to provide a dynamic assessment of the risks to community relations and the tensions arising as a result of a particular incident or event. The assessment will increase understanding of the impact of this event and help with the identification of particular tension 'hotspots' or locations vulnerable to rising tensions.

Key principles

• the process will be triggered by evidence of rising tensions or a particular event or incident

• the process can be used to assess the impact of a planned event[11] or the potential impact of longer term developments, such as a regeneration programme or housing development

• assessments will vary in geographical focus (from neighbourhood through to district and beyond) and focus on different groups and communities, depending upon the issue, incident or intervention under consideration

• the assessment process will need to be handled with sensitivity, so as to not inflame the situation

• openness and accountability is important to help build trust and secure cooperation with the assessment process among individuals and organisations

• levels of tension and conflict are in a constant state of flux, as local, regional, national and international events play out at the neighbourhood level. It might therefore be necessary to update on a regular basis, particularly during a period of heightened tensions.

[11]This might include demonstrations from people outside the area

Data sources
Undertaking a risk assessment involves drawing together intelligence from a variety of sources. Trends in predictors of cohesion identified (see Part 2) will provide a useful indication of the potential for tensions to escalate. Evidence from Step 3 will also help inform assessment of the potential for issues escalate. Also, don't be afraid to use anecdotal evidence. However, do be wary of relying unduly on one source of information - consult with a range of people living and working in the area and with affected groups to find out what they know about the situation and their views, opinions and concerns. Ultimately, risk assessment relies upon informed reflection, insight and opinion.

The scope and content of a Community Impact Assessment
The CIA should include:

 • **Information and intelligence** - what is the problem; what are the root causes; what incidents or events have taken place; what might be about to happen?

 • **Who is/might be affected and how?** - how are the problems impacting on different groups in different neighbourhoods?

 • **Legislation assessment** - what are the implications in relation to legal responsibilities and duties, for example, associated with the Equality Act 2010 and the Human Rights Act 1998?

 • **Risk Assessment** - based upon on the information gathered, what is the impact or potential impact of the event or incident on community relations and tensions?

Some tips on risk assessment
There are different approaches to assessing the specific risks relating to community relations and tensions that are associated with a particular event or series of events, an incident or a planned response or action, for example by the police. One approach to identifying risks is to focus on the risks to different groups and interests, including:

 • the resident population of an area

 • sub-sections of the population, including communities of interest

 • the community infrastructure, including social relations

 • the operational effectiveness of organisations (public, private and voluntary/community sectors)

 • potential for problems to spread to other locations and groups

An alternative approach developed by the Metropolitan Police, is the **PPPLEM** model. This approach is useful when contemplating the risks of doing something (intervening) or doing nothing. It involves assessing the risks to different communities or groups, as well as officers and staff, under a series of headings:

 • **P**hysical risks to members of different communities in different areas, as well as staff of local agencies

 • **P**olice (but could also include other organisations) and community risks, relating to the consequences of intervention, as well as the risks of not doing anything

 • **P**sychological risks to members of different communities, as well as staff of local agencies

 • **L**egal risks (of doing something or nothing) to different organisations, their staff and third parties, including community members

 • **E**conomic risks to organisations, staff members, the community and individual residents

 • **M**oral risks of intervening or not doing anything

Each risk can be assessed using a scoring mechanism. Sandwell Council, for example, scores each risk factor on the basis of its likelihood and impact:

 • **likelihood** - 1 insignificant; 2 low; 3 medium; 4 high; 5 critical
 • **impact** - 1 insignificant; 2 low; 3 medium; 4 high; 5 critical

A score for each risk is generated by multiplying together likelihood and impact (Likelihood x Impact = score), with any score of five or more requiring an action plan, which should represent an agreement and authorisation of an appropriate course of action.

Step 5: Reporting

This step focuses on the effective reporting and dissemination of tension monitoring. It emphasises the importance of reporting to partners and through formal governance structures, to ensure accountability and to promote links with other agendas and strategies.

Objective

To develop a reporting system that supports shared analysis of events that have taken place, the related consequences and what lessons can be learnt, alongside monitoring of the changing profile of community relations in a bid to identify issues before they escalate into major tensions.

Key principles:

• a single, shared format is used for tension assessments (Step 3) and Community Impact Assessments (Step 4)

• reporting is synchronised with other relevant reporting procedures

• information is shared with neighbouring areas and fed up to the national level, as well as being fed back to the partners providing local intelligence

• reporting looks forward at potential future trends and challenges, as well as backwards at incidents and events and their impact on relations and tensions

Reporting arrangements

To ensure that tension monitoring arrangements are as effective as possible, the police, local authority and other partners will need to agree:

• who the reporting partners are (they will vary depending upon the issue and groups affected)

• who has lead responsibility for leading on the production of reports (and resource them accordingly)

• timescales for the submission of routine reports

• arrangements for emergency reporting

• how information should be presented (see the common templates suggested in Steps 3 and 4)

- scope and content of reports for internal and external audiences (Gold, Silver and Bronze groups; partner agencies; other organisations and the wider population)
- protocols for managing and sharing tension monitoring information

- the timetabling of reports should support any relevant Welsh Assembly Government, police and local authority commitments for compiling and reviewing intelligence

Circulation of reports

Partners should have a clear agreement about how tension monitoring information is shared and how widely it is distributed. The more information that can be fed back locally to individuals and agencies who contribute information to the monitoring process, the more trusted the process will be and the more readily information will flow. However, some of the information will be sensitive and it might be necessary to limit its distribution, for fear of feeding the very tensions the group is monitoring. Tiered reports may be helpful for mitigating this risk, with detailed reports containing sensitive information being made available to the Gold and Silver groups and an edited version being made available to members of the Bronze group and other relevant agencies, for example.

Agreement should be reached regarding the distribution of information within and beyond partner organisations. Compliance with this agreement might be supported by designating a single named officer in each partner organisation who will be briefed about the sensitivities of tension monitoring data and will be responsible for receiving and disseminating information within the organisation as appropriate. When the circulation of reports has to be restricted, share a summary version.

Next steps

The tension monitoring group will need to reflect upon and agree a response in light of the profiled risk.

- low risk - for situations identified as low risk, the response might be a commitment to continued monitoring of the situation

- medium risk - the group should report to the Gold group or its equivalent (the police area commander, lead community safety officer in the local authority, the Chief Executive and the Leader) to prompt a strategic response to the situation. The group should also engage with operational staff (the Bronze group) to develop a preventative response (guided by strategic advice from the Gold group), designed to limit the likelihood of the situation escalating into a h igh risk event.

- higher risk - the risk assessment should be rapidly relayed to the senior level (Gold group) and a strategic response developed which is appropriate, proportionate, legal, accountable and necessary. This strategy should inform operational activities designed to manage and reduce tensions, which might include community-led actions, inter-agency working or police interventions. The tension monitoring group (Silver group) will be responsible for ongoing monitoring and updating as the situation changes.

Signpost

For an example of coordinating the response to tension monitoring data see the Suffolk case study.

Signpost

for advice about responding to tensions see Part 3 of the iCoCo report (page 64-71) http://resources.cohesioninstitute.org.uk/Publications/Documents /Document/DownloadDocumentsFile.aspx?recordId=165&file=PDFversion

Resources, information and ideas

This part of the guide provides a compendium of advice and information that supports the application of the approach to community mapping, cohesion tracking and tension monitoring outlined above.

The information and examples provided are designed to help clarify the step by step approaches outlined in parts 1, 2 and 3 of this guidance and provide additional technical information.

It brings together examples of lessons learnt and techniques developed by different organisations from around Wales and beyond.

This part of the guidance is organised into six sections:
- case studies
- signs and signals of community tensions
- capturing and pooling information about community tensions
- the legal framework and information sharing
- glossary
- useful links

Case Studies

The case study summaries presented below provide examples of how a selection of local authorities in Wales are approaching community profiling and tension monitoring. Some interesting examples from England, where local authorities have a longer record of monitoring and managing community cohesion, are also included.

Community Mapping: Oldham Council

Oldham Council carries out community mapping and profiling as part of integrated process of mapping, profiling and monitoring cohesion. The cohesion team use data relating to the whole population of the local authority area in two ways:

• Population estimates and projections, using National Statistics' sub-national population projections http://www.statistics.gov.uk/statbase/Product.asp?vlnk=997

• Results from a biennial borough-wide 'You and Your Community' survey, which captures residents attitudes and perceptions relating to cohesion.

They also gather and present data on two communities of identity:

• The South Asian population, through analysis of the electoral roll and the local land and property gazetteer using the Nam Pehchan South Asian name identifying software.

• Dispersed asylum seekers. Data is gathered by the council's housing support team based on UK Border Agency (UKBA) data provided to local housing associations.

This data is then pulled together as part of an annual strategic assessment for the local Safer and Stronger Communities board.

An example of the community survey can be found at:
http://www.oldhampartnership.org.uk/you___your_community_survey.pdf

Community Profiling Case Study: Sheffield City Council

Sheffield City Council commissioned a series of community profiles to identify key experiences, views and aspirations of local minority ethnic communities, particularly with particular regard to community cohesion, but also in relation to education, housing, health, policing and other services in the city.

Profiles were generated for the following ethnic groups:
 • African
 • African Caribbean
 • Bangladeshi
 • Chinese
 • Eastern European
 • Indian
 • Irish
 • Kurdish/Middle Eastern
 • Mixed Race
 • Pakistani
 • Somali
 • Yemeni

The aim of the profiles was to:
 • update and assist understanding of the diverse communities of Sheffield;
 • enhance the existing knowledge and information on communities;
 • highlight service expectations, experiences and barriers faced by communities;
 • provide more detail on local community and individual aspirations to assist service planning.

Generation of the profiles was sub-contracted to a research consultancy. The approach involved five key tasks:
 • talking to service providers to identify gaps in existing information;
 • consulting with minority ethnic groups across the city to identify what information should be in the profiles and to encourage active support in undertaking the qualitative research;
 • trawling data and research sources for existing information and new research completed or being undertaken;
 • designing and delivering a random sample door to door survey, using local fieldworkers, to get the views of Sheffield's black and minority ethnic adult residents;
 • focus groups with communities of identity and interest on a range of topics including health, jobs, community safety, education and public services.

The profiles were designed to supplement existing knowledge and information and did not attempt to reproduce existing data at length. The profiles are publicly available and can be viewed by visiting: http://www.sheffield.gov.uk/index.asp?pgid=66035

The profiles provide the Council and its partners with an information base on the city's black and minority ethnic communities, and this has helped Councillors, Council officers, voluntary community and faith sector organisations, and other agencies, to plan future services, and better meet the needs of Sheffield residents.

GIS and Data Management Case Study: LASOS (South Yorkshire)

The Local Area Statistics Online Service (LASOS) is an online tool operated by the four South Yorkshire local authorities: Barnsley, Doncaster, Rotherham and Sheffield. The system holds data and maps at local authority, ward, and lower super output area (LSOA) levels, as well as locally derived boundaries such as 'neighbourhoods' and 'management areas' in Sheffield.

LASOS operates as a 'data exchange hub', with the aim of enabling policy and research workers in South Yorkshire to contribute and extract information about their local authority areas. LASOS is also publicly available to enable local residents to find out more about where they live.

The system is overseen by a steering group comprising of representatives from each of the four local authorities, with one appointed as a contract lead on a rotating basis. A technical group sits underneath the steering group to deal with operational aspects of the system.

LASOS acts as a tool to provide access to population data, as well as more detailed information on socio-economics, health, and community profiles. The system uses open source web technology. The same 'platform' has been adopted in Essex, Sussex, South Tyneside, Cheshire and Belfast.

In terms of data sharing, operators have established that they there is no need for specific data sharing agreements, as the system does not use any personal data; all of the data is already in the public realm. Operators carry out web searches to access a publically available source for any data source they are initially unsure about.

The system cost around £100K to develop. At the time this was the first system of its kind, and it is assumed that subsequent systems would be less expensive. A LASOS operative estimated that it would cost around £30-40K to develop the same system again, or around £10-15K for a system covering just one local authority area.

Examples of use
• Barnsley MBC use LASOS to inform the development of Joint Strategic Needs Assessments.

• Sheffield has a number of devolved Community Assemblies, which use the system to develop profiles for Community Assembly areas.

LASOS can be found at: http://www.lasos.org.uk/

For further information, contact Danny Gilhooly at Sheffield City Council: Danny.Gilhooly@sheffield.gov.uk

Cohesion Mapping Case Study: Rhondda-Cynon-Taff

RCT has developed a community cohesion mapping database which is used to collate and monitor cohesion relevant datasets.

Recognising that there was a lack of cohesion perception data, RCT identified administrative datasets as proxy indicators for cohesion. These proxy indicators were identified according to the strategic aims outlined in the national cohesion strategy Getting On Together.

Data was collated for all lower layer super output areas (LSOAs) within RCT. Data at LSOA level was considered most useful because it is the smallest area geography for which National Statistics are published; because LSOAs each contain similar-sized populations; and because LSOAs are intended to be stable over time.

Some of the datasets collated for the community cohesion mapping database include:
• Welsh IMD (2008)
• ASB incidents
• Crime incidents
• Hate crime incidents
• Educational attainment and attendance
• Unemployment (Job Seekers Allowance claimant count)
• Ethnicity
• Age differences
• Mosaic geo-demographic profiles

The ASB and crime incident data was accessed through the police data system. Some of the datasets have been combined to create a cohesion index, which has been used to provide an overall cohesion score and rank for each of the LSOAs. Some datasets, which were considered less reliable, have been excluded from the index, but retained as stand-alone variables on the database and monitored individually. RCT has used GIS software to map the data, to explore the links between cohesion issues and geography.

RCT has used the data to identify where community cohesion is lowest across the district. For example, based on a cohesion index developed by RCT (combining WIMD, Unemployment, ASB, hate crime, overall crime, and Mosaic profile) a neighbourhood with a particularly low score was identified for further research and intervention. RCT did not have the resource to carry out a district-wide cohesion survey, but as a result of the cohesion mapping was able to make best use of resources to target a door-to-door survey in this particular neighbourhood.

The aim of this neighbourhood cohesion survey was to identify the main causes of low cohesion and determine how to tackle them locally. The survey comprised a mix of closed and open questions, including the Home Office's headline cohesion question, as well as other questions tailored to local issues. Based on the findings from this survey, appropriate interventions were developed and put in place. RCT carried out a second survey a few months later to monitor the affect of these interventions, which were found to have had a positive impact.

For further information, contact Seth Newman or Gareth Cuerden at Rhondda-Cynon-Taff Council: Peter.S.Newman@rhondda-cynon-taff.gov.uk or Gareth.Cuerden@rhondda-cynon-taff.gov.uk

Tension Monitoring Systems Case Study: Oldham

Oldham Council was initially prompted to carry out tension monitoring as a result of the well-documented disturbances in 2001.

The initial stage of developing a tension monitoring system involved establishing strong-working relationship between the local authority and the police. Since then, other partners have come on board, including schools, which were initially concerned about sharing information that might be damaging to their reputation. A cohesion lead from the Association of Head Teachers regularly attends some of the tension monitoring meetings, and this has helped build trust

Oldham's tension monitoring system involves three main activities:

(i) A weekly tension monitoring report - based on information sourced jointly by a police community relations officer and a policy officer from the local authority cohesion. Material is drawn from the following sources:

 • local and national media;
 • internet (e.g. facebook);
 • information local partners (e.g. police, schools, housing associations, community and faith groups). There is a dedicated single contact email and telephone number for reporting relevant information.

Based on all the information collated from these sources, the police and local authority officers sit down together on a specific day each week to score the level of tension using the Experienced, Evidenced and Potential (EEP) rating system.

From the tension monitoring report, a weekly response and action plan is developed and circulated to all key partners, including Chief Executives of key partners, head teachers, and political leaders.

(ii) An annual strategic risk register - based on a number of different risk indicators, including far right-wing activity, gang activity, political activity.

Each of the risk indicators is scored according to the initial level of risk on a scale of 1-3 based on (a) the likelihood of possible issues and (b) the impact of these issues if they arise. There two scores are then multiplied together to give an overall score. The same scoring method is used to assess the continued level of risk once measures have been put in place. Indicators are reviewed every two months at a meeting of senior partners.

(iii) A bi-monthly hate crime report - following the Oldham disturbances in 2001, it was realised that a range of indicators, including the build up of hate crimes, had been pointing towards problems, which perhaps could have been averted, or at least reduced, had systems been in place to monitor and respond to the data effectively. Hate crime is now reported on a bi-monthly basis, as a key part of tension monitoring activities.

For further information, contact Bruce Penhale at Oldham Council:
bruce.penhale@oldham.gov.uk

Tension Monitoring Case Study: Wrexham County Borough Council

In Wrexham, Community Tension Monitoring is coordinated through the multi agency Community Tension Monitoring Group, chaired by North Wales Police. Representatives include:
- Community Safety Partnership / Community Safety Team
- North Wales Police
- Wrexham County Borough Council - Community Cohesion, Community Regeneration, Education, Housing and Public Protection Departments
- Youth Justice Service
- Glyndwr University
- Probation Service
- Community representatives
- Association of Voluntary Organisations in Wrexham (AVOW)

The tension monitoring process in Wrexham can be broken into four sets of activities: awareness raising; reporting; analysis; and action.

Raising the **awareness** of agencies and communities about the Tension Monitoring Project is essential to their understanding about what information to report and where to report it. This information is shared through both a formal training session for agencies and informally through a range of other community activities.

The primary basis of **reporting** is through an online form. This is used by officers in the council and partner organisations, and allows them to give an anonymous report about any information they have been provided with or have witnessed themselves. The types of issues covered might include low-level tensions such as groups of people causing low-level anti-social behaviour problems, or more serious issues, such as activities linked to the Prevent agenda: "the process should cover the whole spectrum".

These reports are monitored and **analysis** is carried by the North Wales Police. The tension reports are reviewed alongside other data gathered through standard police intelligence networks and those of partner agencies. A Community Tension Report is then fed back to the Community Tension Monitoring Group [TMG] by the police analyst

The TMG meets every two months, but can call a meeting immediately if required. At the TMG meeting, the group reviews the Tension Report and tries to shed further light on these issues. The group will then decide whether the issues require: no further action at that time; further investigation; or immediate action (in which case an action plan is agreed).

Actions will be specific to the issue and may include reassurance visits from the police, providing publicity information to the whole community about a particular incident, or circulating information to community groups about how they can work to dispel myths.

The system relies on individuals making reports, so it is important that the TMG is able to engage people with the process. This can be a time consuming process.

For further information, contact Gillian Grainger at Wrexham County Borough Council: gillian.grainger@wrexham.gov.uk

Case Review Group and Tactical Assessment Group: Ebbw Vale

Tension monitoring activities in Blaenau Gwent are coordinated via two multiagency groups, both of which are led by Ebbw Vale Police.

The Case Review Group review all hate crime and hate incidents, plus crimes with a possible hate dimension that have occurred during the previous six weeks. Additionally, ongoing cases and persistent issues are reviewed at each meeting.

The group including representatives from:
• Ebbw Vale Police
• Victim Support
• Social landlords
• Regional Equality Council
• Crown Prosecution Service
• Blaenau Gwent People First
• Blaenau Gwent County Borough Council Equalities Officer, Lesbian Gay Bisexual and Transgender Officer and Anti Social Behaviour Coordinator

The group provides an accountability mechanism whereby actions are assigned to each agency, as necessary, at the end of each meeting and progress against these actions is reviewed at the next meeting.

The primary aims of the meetings are to monitor the number and nature of hate crimes and to ensure that all agencies are working effectively to prevent reoccurrence and ensure that victims are receiving appropriate support.

The Tactical Assessment Group is a local approach to the delivery of the 'Tactical Tasking and Coordination' element of the UK wide National Intelligence Model. Membership of this group is similar to the Case Review Group, although more senior officers typically attend meetings. The Prevent and Community Cohesion agendas are a key priority for the group, which meets on a monthly basis and reviews crime and anti social behaviour data from across the 16 council wards.

The group typically works through a three stage process:

• is briefed by police regarding the nature of the crimes committed, where they have occurred and any themes or patterns that the group should be aware of. Updates on community tensions from the Neighbourhood Teams are also fed into the group.
• a process of priority setting and resource deployment is then undertaken, in response to the incidents and issues identified
• the group also functions as an accountability mechanism, ensuring that all agencies have delivered on agreed responsibilities and that progress is being made against the priorities agreed by the group.

Where a persistent issue is identified by the group, a separate 'problem solving' meeting is held to develop a tailored 'resolution strategy'.

For further information, contact Inspector Phil Morris,Gwent Police:
Phillip.Morris@gwent.pnn.police.uk

Tension Monitoring Case Study: Leeds City Council

Leeds City Council has been carrying out work on tension monitoring since 2001. Since 2006 this has evolved into a 'community intelligence' system led by a full-time officer based within the Community Safety Partnership.

Governance
The Leeds Community Intelligence Liaison Group meets monthly to discuss any identified tensions or issues and determine what actions are required and by whom. This group includes a police Chief Inspector and other relevant officers from the council and police (for example Community Engagement Officers, Community Safety coordinators, representatives from Youth Services, Equalities, Emergency Planning and Education).

The group links into the council Emergency Planning group when necessary. For smaller-scale issues a time-limited working group can be formed.

In 2011, an additional strategy group will be convened that will meet quarterly. This group will focus on tension monitoring as part of a wider process of 'community safeguarding'.

Data collection and reporting
Data is collected from a variety of sources, including the following:

- Tension Reports (forms filled in by local officers, partners and community members)
- Police incident and crime reports
- Council hate incident reports
- City Services (for instance, graffiti or needle finds)
- Anti Social Behaviour reports
- Fire Service reports
- Demographic data

These are drawn together in a monthly tension report which is circulated to the Community Intelligence Liaison Group and high level partners. Strategic reports are also produced periodically.

Risk Assessment
Risk is assessed based on a system developed with assistance from Leeds University. Tension risk is based on the quality and quantity of information received, using 'volume data' (incidence of calls, crimes, ASB) as the starting point, with information from tension forms used to "nudge the risk indicator up or down".
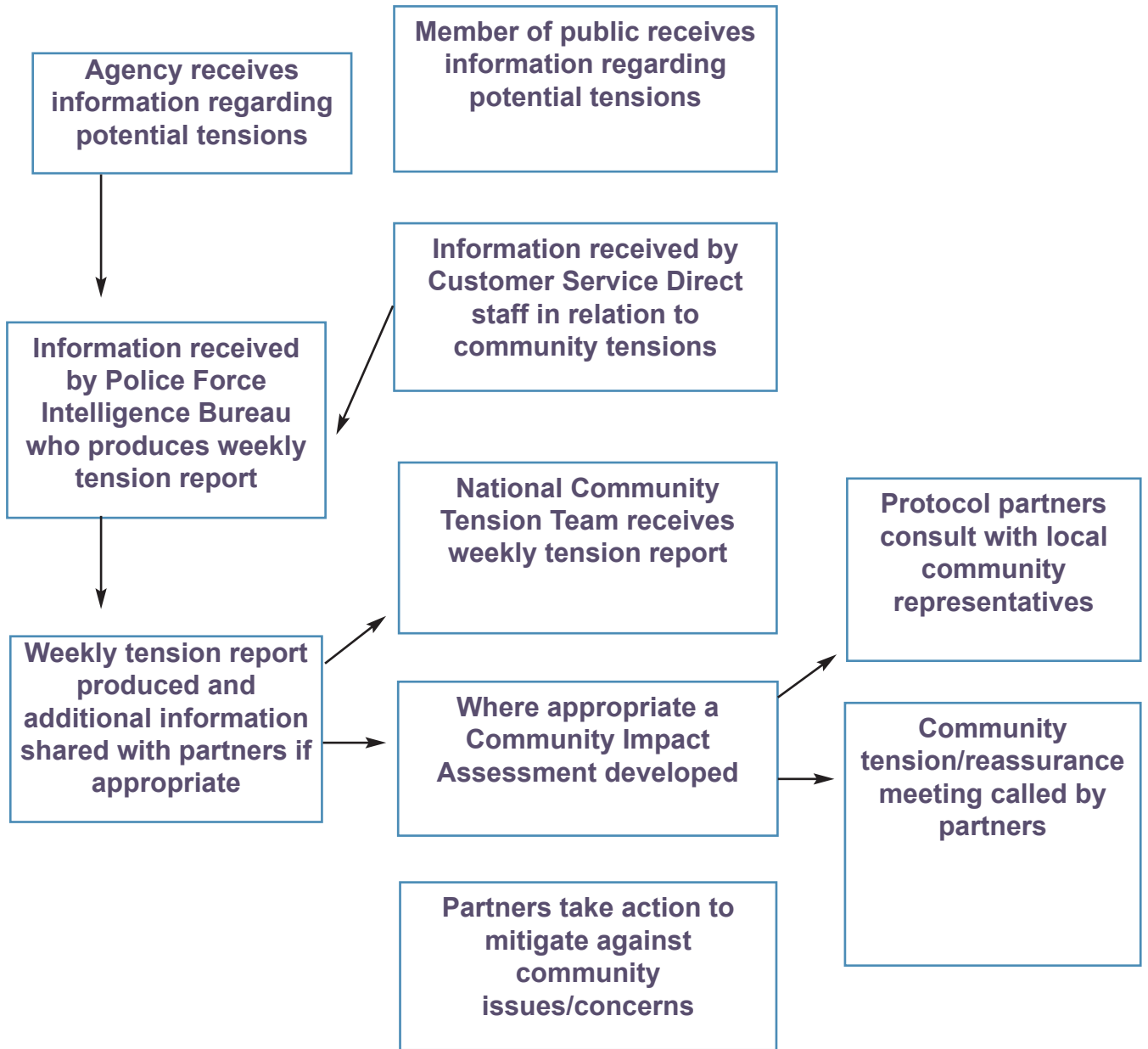
Reports are classified as either disregard for individuals, property or the general community.

For further information, contact David Jackson at Leeds City Council:
david.jackson@leeds.gov.uk

Assessing and Responding to Community Tensions Case Study: Suffolk Partnership

Agency receives information regarding potential tensions	Member of public receives information regarding potential tensions

Information received by Customer Service Direct staff in relation to community tensions

Information received by Police Force Intelligence Bureau who produces weekly tension report

National Community Tension Team receives weekly tension report

Protocol partners consult with local community representatives

Weekly tension report produced and additional information shared with partners if appropriate

Where appropriate a Community Impact Assessment developed

Community tension/reassurance meeting called by partners

Partners take action to mitigate against community issues/concerns

Potential Signs and Signals of Community Tension

This iCoCo report on understanding and monitoring tension and conflict identifies a series of signs and signals which may be indicative of rising community tensions. This is not intended to be an exhaustive list, but provides some examples of the kinds of indicators that a tension monitoring system might usefully draw on. The iCoCo report organises these signs under services areas, although it is acknowledged that there will be cross-over between services.

Housing

• Neighbour disputes that may have the potential to escalate and involve other families or groups

• Negative activity regarding a new tenant or resident, particularly where that person or family is from a 'different' community, race or nation

• Use of flags, posters or other symbols in individual houses or groups of houses, indicating particular allegiances, views or identities

• Bail hostels can be a source of tension, particularly where there are rumours that there are sex offenders in them – whether these rumours are founded or otherwise

• Houses in multiple occupancy, particularly where there are regular changes in tenancy, may a lack of ownership or sense of belonging

• High population turnover can be both a sign and a cause of tension. It can threaten cohesion where residents, who are transitory, have a lower sense of belonging to their neighbourhood. Other signals in such neighbourhoods – physical appearance of the neighbourhood and complaints from residents – are important to feed in to a wider picture of monitoring

• Physical signs could include deterioration of individual or groups of properties or streets, the build-up of rubbish, vehicles parked inconsiderately, graffiti, drugs paraphernalia or other detritus

• Feedback from residents could include complaints (informal as much as formal) about other residents, how they feel about what's happening in the neighbourhood, negative comments based on race or religion, hearsay, urban myths and rumours – perception is more important than reality

• Congregations of groups of people in public places - these may be perfectly permissible and legal, but if they represent potential for gang activity, competition, or territorial behaviour they need to be monitored

• Be alert to unreported hate crime – which can be gleaned from informal conversations to physical indicators

Education (schools, colleges and universities)

• Racial, religious or homophobic incidents that are potentially more than 'one-off' or isolated

• Evidence of groups forming strong identities and hostility towards other groups, including self-segregating into separate groups, 'badges' or symbols, name calling and 'lower level' physical aggression

• An increase in bullying, harassment and general intolerance towards others

• Increased exclusions of students in schools and colleges, based upon particular communities or groups

• Community complaints around access to the school and other public places, particularly where this is attributed to new communities in the area

• Information passed on by students about activity which is likely to affect the peace and stability of the area

• International students in areas unused to people from other cultures

• Issues or concerns within the student population and between the student population and local residents

Environmental services

• Leaflets containing controversial, offensive or inflammatory issues strewn about, fly-posted, or even dumped

• Offensive graffiti – most councils have rapid response services for removal of certain types of graffiti. It is important that it is not only removed but that the content, place, style and frequency are recorded. Some graffiti may not be overtly offensive but may be symbols of 'claiming' territory

• Accumulation of 'unusual' types of rubbish at homes or other venues, such as abnormal amounts of hydrogen peroxide bottles (bleaches – such as hair bleach), gas cylinders, chemicals, fertilizer bags, sugar and bottles. These could be indicators of destructive devices being prepared

• Damage to properties, particularly places of worship or pubs associated with a specific clientele, or minority businesses, which may indicate some form of attack but which may not have been reported

• Evidence of groups gathering in parks, wasteland or other places for drinking or drug taking

Youth and community work

• Debriefing from meetings and encounters in the community is a key tool. Questions to consider are: how are people feeling, or how are people feeling about…; what are people concerned about at the moment; and how are relations between x and y (groups/communities)?

• Concerns in a community about an issue, situation or event should be passed on. Concerns which can lead to tensions can range from longer-term underlying issues such as the perception of the share of resources going to different communities, unemployment and racial, religious or intergenerational tensions, to specific events or circumstances, such as recent arrests or forthcoming trials, particular crimes or increase in anti-social behaviour, closing facilities or reduction in public services.

• Voluntary organisations such as the Citizens' Advice Bureau, Neighbourhood Watch, Victim Support and the local Race Equality Council will have information on specific issues and trends. Community groups and faith leaders have insights into community concerns. Regular informal as well as formal contact is important.

• Rumours circulating in a community are as relevant as facts – rumours can increase tensions and have frequently been the cause of 'sparking off' incidents

• Sometimes relationships between men and women from different cultural backgrounds can spark tensions within and between those groups

Health and social care

• People presenting with injuries at local hospitals and surgeries, where there may appear to be potential that there are patterns of non-accidental injuries sustained by particular groups of people and these are unreported to the police

• Fire and rescue services will pick up on a range of community issues and signs through their activities

• The Supporting People team will pick up on potential harassment or targeting of vulnerable individuals who may become the focus of unwanted attention or activity

• Child protection issues are subject to other reporting routes. This is also the case for domestic violence and individual incidents of antisocial behaviour. So, when reporting it is helpful to refer back to the definition of community tension and consider whether the activity has the potential to affect community dynamics and lead to disorder, threaten the peace and stability of communities, or raise the levels of fear and anxiety in the whole, or a part of, the local community.

Capturing and pooling information about community tensions

Relevant pieces of intelligence for tension monitoring might include:

• quantitative data (e.g. police crime statistics and intelligence reports)
• qualitative community intelligence from neighbourhood wardens, community workers, casework by local councillors and feedback from local community meetings and organisations
• racially or religiously motivated offences or incidents
• details of new arrivals, refugees and asylum seekers, and Gypsy and Traveller communities in the local area
• gang and turf conflicts
• neighbour disputes
• complaints of noise nuisance
• examples of poor community/local authority relations, poor community/police relations/low levels of trust in local politicians
• surveys of community views on reassurance, cohesion and safety matters
• state of local economic activity (decline or improvement)
• financial and social investment in the area
• demand for housing and condition of the local housing stock
• plans for renewal and the sustainability of planned or actual improvements
• political extremism
• media reports.

From http://www.communities.gov.uk/documents/communities/pdf/787910.pdf.

Pooling Information
The iCoCo guidance provides various suggestions for effectively pooling information on tensions:

A single email address – Some areas have set up one central email address where frontline staff, particularly estate-based workers, can send in information they glean in the course of their everyday work. The information may help in building a picture of community tensions without using extra resources.

It can be hard for staff to see how important seemingly trivial/'common knowledge' information could be in preventing an escalation of tension into conflict. So, the system requires training and support to become common practice.

Debrief after every engagement - task staff to ask set questions or have standing agenda items about community tensions to use in community encounters. How are people feeling or how are people feeling about particular issue/event; what are people concerned about at the moment; and how are relations between particular groups/communities?

Encourage staff to reflect on discussions and to 'deconstruct conversations' for useful information. Staff asking about community concerns will then need to report what they have been told to the nominated community tensions lead officer. The lead officer will need to understand the key messages coming from residents in order to pass them on through the appropriate channel for a response to made.

The lead officer may find it useful to conduct a 'Friday ring around' each week to ask key contacts for a 'tensions update' and pass on the information for action by relevant players as well as collating this for the tensions monitoring system.

Example of a Community Tension Reporting Form: Wrexham

Where has this information come from? (e.g. Resident , person working in area, own observations?)	
What is your Information?	
Person Submitting – (optional) Name: ………………………………………………………….. Organisation: ………………………………………………….. Email: …………………………………………………………… Telephone Number:…………………………………………. Date:……………………………………………………………	If needed, can we contact you? Yes No
Please send completed form to:	

Use the joint tasking arrangements - Many areas are reducing crime by pooling data and (human) resources so that wardens, police, licensing, street care and community safety staff are tasked at the same time to tackle priority issues and respond to community concerns. These groups could enhance their existing role in relation to community tensions by putting the question "How are communities feeling?" at the beginning of their meetings. In any event, this may impact on how they respond to other hot spots or problems identified through the National Intelligence Model information and influence the responses that are identified. Another enhancement to this approach could be the closer involvement of community development practitioners in the tasking groups.

Non-police reporting schemes – staff at non-police (or 'third party') sites for reporting hate crime, including bullying and domestic violence, are important sources of information. These initially followed a recommendation of the Stephen Lawrence Inquiry to encourage the reporting of racist incidents and crimes, the ability to report at locations other than police stations and the ability to report 24 hours a day. Information collected through this system is a vital contributor to tensions monitoring.

The legal framework and information sharing

CLG guidance on tension monitoring advises that local authorities and their partners should take legal advice to ensure that their local tension monitoring arrangements are lawful. Relevant pieces of legislation are identified as including:

The Data Protection Act 1998
The Data Protection Act 1998 sets out rules governing the processing of 'personal data'. It also provides people with the right to see personal data held about them. Personal Data is data from which a living individual can be identified, either directly from that data or in conjunction with other data which is either in or is likely to come into the possession of the data controller. The Act sets out eight principles that must, subject to certain limited exemptions, be followed when processing personal data.

As far as possible, the data provided under tension monitoring arrangements should not be 'personal data' i.e. it does not identify individuals and could not be used to identify individuals in conjunction with other information.

If reports do identify individuals, then Local Authorities need to ensure that they are following the eight principles of personal data:

• Processed fairly and lawfully
• Processed only for specified, lawful and compatible purpose
• Adequate, relevant and not excessive
• Accurate and up to date
• Kept for no longer than necessary
• Processed in accordance with the rights of data subjects
• Kept secure
• Only transferred outside the European Economic Area if there is adequate protection.

The Cabinet Office and Ministry of Justice have published guidance for emergency planners entitled Data Protection and Sharing – Guidance for Emergency Planners and Responders (www.ukresilience.info). While this guidance is aimed at emergency planners the principles for data sharing are generic and may be of use to those responsible for cohesion contingency planning.

Freedom of Information Act 2000
The Freedom of Information Act (FOIA) came into force on 1 January 2005. The underlying principle of the FOIA is that information should be disclosed unless it is not in the public interest to do so. The FOIA defines particular circumstances in which public bodies are not necessarily obliged to disclose; these are called exemptions.

Any individual request for disclosure of information obtained in the course of tension monitoring would need to be considered on its merits. An assessment would need to be made at the time of how much harm would actually be done by disclosure, and weigh this against public interest arguments for disclosure.

There are a number of exemptions from disclosure under the FOIA which could be applicable if a local authority wished to consider refusing disclosure. You may wish to take into account the possible damage which disclosure would do by identifying areas at risk of disturbance. If the identity of an area became known sections of the media might publicise this. This could in turn create an expectation of disorder.

Crime and Disorder Act 1998

Most of the Crime and Disorder Act 1998 came into effect from 30 September 1998. The Act introduced a wide range of measures designed to further empower the police service and other statutory organisations to prevent and detect crime. Section 115 gave power – but not an automatic right or obligation – to disclose information to specific relevant authorities (e.g. those engaged in crime prevention work) where the disclosure is necessary or expedient for the purposes of the Act.

Police and Justice Act 2006

The Police and Justice Act came into force from 1st August 2007. Section 115 of the Crime and Disorder Act 1998 gave partners the power to share information for the purpose of reducing crime and disorder. Schedule 9(5) of the Police and Justice Act strengthened this by introducing a new duty on the same agencies. This duty (section 17A) requires the sharing of depersonalised data, already held in a depersonalised format, for the purposes of reducing crime and disorder.

Monitoring political extremism

Local tension monitoring may take specific account of activities by members of any political group which increase community tension. It is important that the gathering and use of such information complies with any legislation which might be relevant (for example the Regulation of Investigatory Powers Act 2000 and the Data Protection Act 1998).

Glossary

Administrative data means data that are not primarily intended for research or statistical purposes. Administrative data are collected, usually by government bodies and public service providers, for administrative purposes such as administering taxes and benefits, and monitoring populations.

Cognitive Testing is used to investigate whether or not a survey question successfully captures the scientific intent of the question and, at the same time, makes sense to respondents and lets them respond accurately. Questions that are misunderstood by respondents or that are difficult to answer can be improved before the survey takes place, thereby increasing the overall quality of survey data. Cognitive testing generally takes place as a one-to-one interview, but can be a group interview (e.g. a focus group) as well.

Communities is a term used to describe communities of place (for example, a village or an area of a town or city), communities of identity (for example, an ethnic or religious group) and communities of interest (for example, a group of employees, or members of a football club).

Cohesion tracking involves monitoring known predictors of community cohesion in order to identify trends that are indicative of emerging cohesion problems.

Community mapping is the process of identifying the different communities living in a particular area. Community profiling involves the development of knowledge about these communities. A community profile describes the situations and experiences of a community and draws attention to its requirements and needs. It can also describe the (social, financial, political) resources within the community which might be put to use for the benefit of community members.

Community cohesion is about different groups of people getting on well together. A 'cohesive' and 'well-integrated' community is one where new and existing residents adjust to one another without creating boundaries or displaying prejudice. For a discussion of different ways of understanding community cohesion amongst local stakeholders, see 'What Works' in Community Cohesion (http://www.communities.gov.uk/documents/communities/pdf/whatworks.pdf).

Community development is the process of building people's skills and ability to act together on their common priorities usually through the development of independent community organisations and networks, usually with help from community development workers.

Community empowerment is where power, influence and responsibility are shifted away from existing centres of power and into the hands of communities and individual citizens.

Community engagement is the action that agencies take to enable them to consult, involve, listen and respond to communities through ongoing relationships.

Consultation is the process by which agencies seek advice, information and opinions about strategies, policies and services. The existing decision makers take this into account when they make decisions. This includes many familiar activities such as surveys, research projects, public meetings, user and resident forums.

Harmonised questions refer to a bank of standardised survey questions. There are numerous government surveys, which were originally developed in isolation from each other. This resulted in a lack of cohesion, with many questions purporting to measure similar things yet providing different results. This lack of cohesion was a source of frustration for many users. Consequently, the Office of National Statistics led a programme of 'harmonisation' with the aim of making it easier for users to draw clearer and more robust comparisons between data sources. This work has produced a bank of 'harmonised concepts and questions', which provide a standard means of collecting information about a range of given topics.

Involvement is about providing information to, consulting with and involving citizens in active ways. This can include providing people with opportunities to influence or directly participate in decision making; to provide feedback on decisions, services, policies and outcomes; to co-design/work with authorities in designing policies and services; to co-produce/carry out some aspects of services themselves; and to work with the authority in assessing services.

Neighbourhood management is a process which improves and joins up local services, particularly in disadvantaged neighbourhoods, making them more responsive to local needs. Usually a neighbourhood manager works with agencies and communities, using community information to improve neighbourhood services and reduce the gap in between deprived neighbourhoods and others.

Signpost

The IDEA website provides further information, advice and examples of work in all of these fields. See http://www.idea.gov.uk/idk/core/page.do?pageId=71665

Tension monitoring involves reviewing manifestations of problems with cohesion in a bid to prompt a timely response that prevents tensions escalating into more serious incidents of social disorder. These key elements are captured in the following definitions:

• Community tension is a state of community dynamics which may potentially lead to disorder, threaten the peace and stability of communities or raise the levels of fear and anxiety in the whole, or a part of the local community. Institute of Community Cohesion http://resources.cohesioninstitute.org.uk/Publications/Documents/Document/Download DocumentsFile.aspx?recordId=165&file=PDFversion

• Community cohesion and harmony is essential for the maintenance of a peaceful and prosperous society. The term community tension is a label to describe the opposite state http://www.harrow.gov.uk/info/10094/hate_crime/1615/community_tension/1

• Community tension is a state which may potentially lead to disorder or threaten the peace and stability of communities http://cmis.sandwell.gov.uk/CMISWebPublic/Binary.ashx?Document=30374

Useful Links

Here you will find links to useful external websites.

Advice
- IDEA have a series of pages offering advice www.idea.gov.uk/
- the Institute of Community Cohesion (iCoCo) also have advice and information about community cohesion and tension monitoring www.cohesioninstitute.org.uk

Data

- NOMIS(National Online Manpower Information System)
  http://www.nomisweb.co.uk/
- Neighbourhood Statistics
  http://www.neighbourhood.statistics.gov.uk/
- Office for National Statistics
  http://www.ons.gov.uk
- Welsh Assembly Government – Statistics
  http://new.wales.gov.uk/topics/statistics/?lang=en
- Welsh Assembly Government - Ffynnon system
  http://wales.gov.uk/topics/localgovernment/ffynnon/?lang=en
- StatsWales
  http://www.statswales.wales.gov.uk/
- Department for Work and Pensions
  http://www.dwp.gov.uk/
- Local Government Data Unit ~ Wales
  http://www.dataunitwales.gov.uk
- InstantAtlas
  http://www.instantatlas.com/
- Welsh Assembly Government maps
  http://www.statswales.wales.gov.uk/TableViewer/document.aspx?ReportId=17819
- Street level crime maps
  http://www.police.uk
- Home Office Crime Statistics
  http://www.homeoffice.gov.uk/rds/
- Local Crime and Justice
  http://localcrime.direct.gov.uk/index.php
- South Wales Crime Mapper
  http://maps.police.uk/view/south-wales/
- Dyfed Powys Police Crime Mapper
  http://maps.police.uk/view/dyfed-powys/
- Gwent Police Crime Mapper
  http://maps.police.uk/view/gwent/
- North Wales Police Crime Mapper
  http://maps.police.uk/view/north-wales/

Guidance

Community Cohesion
• *Getting on Together (a community cohesion strategy for Wales)*
  http://wales.gov.uk/docs/dsjlg/publications/commsafety/091130ccstratenv1.pdf

Tension monitoring
• *Guidance for local authorities on community cohesion contingency planning and tension monitoring (Communities and Local Government)*
  www.communities.gov.uk/publications/communities/cohesionplanning
• *Understanding and Monitoring Tension and Conflict in Local Communities (iCoCo)*
  www.coventry.ac.uk/researchnet/icoco/toolkits/tension

Belonging
• *Citizens' day Framework (Citizenship Foundation)*
  www.citizenshipfoundation.org.uk/main/resource.php?s367
• *Guidance on Building a Local Sense of Belonging*
  www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesion
  publications/

Cohesion Impact Assessment
• *Cohesion Impact Assessment Tool (Communities and Local Government)*
  www.communities.gov.uk/documents/communities/pdf/communitycohesiontool.pdf

Conflict Resolution
• *Community Conflict: A Resource Pack (Home Office and ODPM)*
  www.communities.gov.uk/publications/communities/communityconflict

Communications and media
• *'A sense of belonging' – the Cohesion Communications Toolkit (iCoCo)*
  www.coventry.ac.uk/researchnet/icoco/d/323
• *Reporting on Diversity (Society of Editors)*
  www.communities.gov.uk/publications/communities/cohesionreportingdiversity

English language
• *Guidance for Local Authorities on Translation of Publications (Communities and Local Government)*
  www.communities.gov.uk/publications/communities/translationguidance

Integration
• *Guidance on producing a Migrants' information pack (IDEA)*
  www.idea.gov.uk/idk/core/page.do?pageId=7917246
• *How to communicate important information to new migrants (Communities and Local Government)*
  www.communities.gov.uk/publications/communities/newmigrantsinformation
• *New European migration: good practice guide for local authorities (IDEA)*
  www.idea.gov.uk/idk/core/page.do?pageId=6949778

Interfaith
- *Face-to-Face and Side-by-Side: A framework for dialogue and social action in a multi faith society (Communities and Local Government)*
  www.communities.gov.uk/communities/racecohesionfaith/faith/faithpublications/

Leadership
- *Leading Cohesive Communities (LGA)*
  www.lga.gov.uk/lga/publications/publication-display.do?id=21989

Sustainable communities
- *Community Cohesion and Housing: a good practice guide*
  www.cih.org/publications/pub655.htm
- *Promoting Sustainable Communities and Community Cohesion (ASC)*
  www.hcaacademy.co.uk/sites/default/files/Promoting_sc_cohesion_full_apr07.pdf

Meaningful interaction
- *Guidance on Meaningful Interaction. How encouraging positive relationships between people can help build community cohesion*
  www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesionpublications/

Schools and colleges
- *Guidance on the duty to promote community cohesion [in schools] (DCSF/Communities and Local Government)*
  www.teachernet.gov.uk/wholeschool/communitycohesion/
- *Community Cohesion Resource Pack [for schools] (DCSF)*
  www.teachernet.gov.uk/wholeschool/communitycohesion/communitycohesionresourcepack

Sport and culture
- *Bringing communities together through sport and culture (DCMS)*
  www.culture.gov.uk/reference_library/publications/4563.aspx