

Building a picture of community cohesion

A guide for Local Authorities and their partners









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INTRODUCTION

Background

In December 2002, the Local Government Association (LGA), Home Office, Office of the Deputy Prime Minister, Commission for Racial Equality and the Inter-Faith Network published guidance for local authorities on community cohesion. The guidance highlights the fact that all local agencies need a detailed understanding of the nature of the communities they serve in order to assess how well equipped they are to build community cohesion.

- 2. Community cohesion is important to the success of strategies and initiatives which aim to improve the quality of people's life. It is to a large extent built locally and to do this, local authorities and their partners should be prepared to invest in understanding their communities.
- 3. This booklet sets out a list of 10 indicators that can be used by local authorities and their partners to help build a picture of community cohesion in their area. We hope that using these indicators will help to provide a baseline assessment and a means of monitoring progress towards a better understanding of the local context.
- 4. Many local stakeholders are working hard to develop local strategies to help improve the quality of life and the opportunities available to their communities. Community cohesion needs to be reflected in all these strategies the community strategy, neighbourhood renewal strategy and policing and housing strategies. Measuring community cohesion locally will in the long term make it easier to assess the effectiveness of these plans.
- 5. Local authorities have a statutory duty to promote good relations between people of different racial groups. But every community is different and tensions can exist along lines of faith or age, or between newcomers and longer-term residents, or urban and rural dwellers.

What are we trying to measure?

- **6.** This booklet suggests 10 nationally available indicators that we hope will help improve understanding of what community cohesion looks like on the ground. These are set out in Annexe A along with an explanation of their relevance to community cohesion.¹
- **7.** There is a headline indicator: the proportion of people who feel that their local area is a place where people from different backgrounds can get on well together (CCo1) that we believe captures the main essence of community cohesion in a survey question.

¹ The Audit Commission and the Improvement and Development Agency have set up a library of local performance indicators which can be accessed at www.local-pi-library.gov.uk. All our indicators will be included in this library.

- **8.** The other nine indicators are grouped under the themes of the broad definition of community cohesion which appears in the guidance to local authorities. The definition states that a cohesive community is one where:
 - there is a common vision and a sense of belonging for all communities
 - the diversity of people's different backgrounds and circumstances are appreciated and positively valued
 - those from different backgrounds have similar life opportunities; and
 - strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods.
- 9. Community cohesion is a theme that cuts across many issues. The indicators that compare life opportunities between people from different backgrounds are also relevant to other issues, such as tackling racial discrimination and promoting equality of opportunity. Local authorities and their partners may be used to collecting and analysing data on these issues. Adding community cohesion to this exercise will add value to the approach.
- 10. Measuring community cohesion under the other three themes a common vision and sense of belonging, appreciation of people from different backgrounds and promoting a strong and positive interaction between people is also critical to understanding community cohesion locally. Local authorities and their partners are encouraged to be proactive in using these indicators.

Understanding the local context

- Measuring community cohesion is not straightforward. Indicators used for this purpose will need to be interpreted in the light of local knowledge and should be seen as a basis for discussion, not simply regarded as a measure of performance of a local authority or local partners. For example, a high number of racial incidents (see indicator CCo6) may be a cause for concern but, on the other hand, it may reflect confidence in local reporting arrangements.
- 12. External factors may affect what is being measured. For example, media reporting of asylum seeker issues may create community cohesion problems. The impact of national and international events should also be considered (such as the conflict in Iraq and tensions in the Middle East or the Indian subcontinent etc). When measuring community cohesion, such factors need to be taken into account.

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Sources for collecting indicators

- 13. Local authorities and their partners will not always have the resources to collect new data to measure community cohesion; nor is it always necessary to undertake new or separate exercises as it cuts across so many issues. This booklet, therefore, identifies indicators for which data is currently available, or which can be fairly readily obtained at a local level.
- 14. The indicators include both those that focus on local people's perceptions through residents' surveys and those already collected in administrative data, for example, GCSE exam results and unemployment counts.
- 15. We know that local authorities and their partners may not have the resources to fund residents' surveys dedicated solely to measuring community cohesion. However, they may be able to negotiate the inclusion of community attitudinal questions in on-going or planned surveys in particular, the 2003/4 Best Value Performance Indicator General Survey. Some of the indicators proposed in this booklet are suggested as voluntary questions in the BVPI general survey guidance for local authorities (see indicators CCo1-03,05 & 10 in Annexe A).² Other BVPIs that could be used to get a greater understanding of community cohesion are shown in Annexe B.
- 16. The BVPI general survey enables the views of ethnic minority people as a whole to be compared with those of white people. It should be borne in mind, however, that depending upon the particular characteristics of the local area, this analysis may obscure differences that exist within each of these groups.
- 17. Other local residents' surveys that are under way or planned may serve as an alternative source if they are able to break down information by gender, age, socio-economic group, ethnicity and faith. These can be either local, for example, a survey to assess community views on a major planning development or regeneration scheme, or more widely based such as a borough or county-wide crime and disorder audit. Here, working in partnership with all local stakeholders on their community consultation and engagement research can be beneficial, especially as costs can be shared.

² There is also a statutory requirement to collect indicator CCo₃ under BVPIs.

Other useful sources

- **18.** Community cohesion can mean different things in different areas, so this booklet is not prescriptive about the ways in which it should be measured. While we see collecting the indicators suggested in this booklet as being central, we recognise that other data may be available to help provide an overall picture of cohesion. Annexes B and C cross reference how information collected through other sources could be relevant.
- 19. In addition, a variety of institutions not covered here can be approached for further information about communities. Local authorities and their partners may find it useful to investigate whether information relevant to local community cohesion is available from local university departments, race equality councils, learning and skills councils, housing associations, police forces, primary care trusts and local health observatories. These bodies should be involved from an early stage in building up a picture of local community cohesion.
- 20. Local statistics are now available from the neighbourhood statistics website:

 www.statistics.gov.uk. Census 2001 data will be ready at the local level this summer (based on ward level and below). From July onwards, a description of communities can be collected below ward level which will allow a concentration on understanding communities in small geographical areas. This data will be an invaluable tool for understanding the demographic make up of local communities for the first time the Census will provide details of the different religious groups in local areas. Annexe C includes a list of relevant census based questions. Census data is available at:

 www.statistics.gov.uk/census2001

What is central government doing?

- 21. We are trying in a number of ways to increase our understanding of community cohesion and what drives it. We are asking some key questions in the Home Office Citizenship Survey (HOCS). This is run biennially on the basis of a nationally representative sample of 10,000 adults aged 16+ in England and Wales, plus a booster sample of 5,000 adults from ethnic minority backgrounds. This survey will include a section on community cohesion and cover questions in indicators CCo1-05 & 10. This will provide useful national data for benchmarking purposes.
- 22. In addition, a local area booster survey is being conducted specifically to measure levels of community cohesion. This will be conducted in 2003/4 and 2005/6 in 20 local areas.³ Again, questions in indicators CCo1-05 & 10 will be included in this survey.
- 23. We will use data from these surveys and feedback from local authorities and their partners to improve the guidance set out in this booklet. This is planned for the first half of 2004.

³ The 20 areas may be found on the Community Cohesion Unit website, www.communitycohesion.gov.uk

INTRODUCTION

Benchmarking

- 24. Once information using these indicators has been collected, we hope that local authorities and their partners will find value in comparing and contrasting their performance with other towns and cities. We will be setting up a network 4 which we hope will help to facilitate this.
- area and we will collate this information and disseminate it to others who participate in the network. This network is in no way intended to be the beginning of a community cohesion league table. Participants can choose to remain anonymous, although the information will have more value and use if areas name themselves. Please contact the Community Cohesion Unit, if you want to be part of the data-sharing network.

What happens next?

- **26.** We want more Local Authorities and their partners to contact us and discuss how they aim to measure community cohesion in their area some people are already doing this.
- **27.** Our website, www.communitycohesion.gov.uk, will also include examples of good practice and answers to frequently asked questions on measurement. This will be regularly updated.
- 28. Measuring community cohesion is a new field and we expect to learn from experience.

 This booklet will be revised in the light of feedback and as more local level data becomes available in the future. Updates will be available on the community cohesion website.

Contacting us

29. Any enquiries should be directed to John Usher. He can be contacted at:

John.usher@homeoffice.gsi.gov.uk

Community Cohesion Unit, 4th Floor, Allington Towers, 19 Allington Street, London SW1E 5EB

Tel: **020 7035 5472** Fax: **020 7035 5399**

⁴ We are currently in discussion with the Audit Commission about a web-based collection facility through the library of local performance indicators.

COMMUNITY COHESION INDICATORS

The indicators outlined below have been divided into five themes. The first relates to a headline outcome, which captures the main essence of community cohesion, while the others relate to the definition of community cohesion set out in the community cohesion guidance, published in December 2002.

Headline Outcome

Reference Title	CCo1 The percentage of people who feel that their local area is a place where people from different backgrounds can get on well together
Collected by	A local residents' survey
Cross reference	Voluntary for the BVPI general survey 03/04 QoL indicator 25 Home Office Citizenship survey; main survey and local area boost
Definition	"To what extent do you agree or disagree that this local area (within 15/20 minutes walking distance) is a place where people from different backgrounds get on well together?"
	 (1) Definitely agree (2) Tend to agree (3) Tend to disagree (4) Definitely disagree (5) Don't know (6) Too few people in local area (7) All same backgrounds This definition is the same across all sources
Relevance	This question is aimed at getting an overall measure of community cohesion based on whether residents as a whole think they live in an area which has good community relations. The question does not specifically focus on race and therefore could be used to capture tensions that may exist as a result of other factors such as religion or belief. A community is likely to be more cohesive where the majority of residents agree with this statement.

Common Vision and Sense of Belonging

Reference

CC₀₂

Title

The percentage of respondents who feel that they belong to their neighbourhood/local area/county/England/Wales/Britain

Collected by

A local residents' survey

Cross reference

Voluntary for the BVPI general survey 03/04

Home Office Citizenship survey; main survey and local area boost.

Definition

"How strongly do you feel you belong to each of the following?"

Your neighbourhood

This local area (within 15/20 minutes' walking distance)

Local authority area [insert name of local authority/London borough]

County [insert name of county]

England/Wales

Britain

Response options:

- (1) Very strongly
- (2) Fairly strongly
- (3) Not very strongly
- (4) Not at all strongly
- (5) Don't know

Relevance

This bank of questions has been designed to establish whether residents feel an attachment to their local area as well as larger geographical areas. From research conducted elsewhere, there is evidence to suggest that the immediate environment (and attachment to it) plays an important part in quality of life.

A community is likely to be more cohesive at the local level where people feel a very or fairly strong sense of belonging to their neighbourhood and local area.

Reference

Title Key priorities for improving an area

Collected by A local residents' survey

CC03

Cross Statutory BVPI

Home Office Citizenship survey; main survey and local area boost. reference

Definition "Thinking generally, which of the things below would you say are most

important in making somewhere a good place to live?"

PLEASE TICK UP TO FIVE

"Thinking about this local area, which of the things below, if any, do

you think most need improving?" PLEASE TICK UP TO FIVE

Access to nature Low level of pollution

Low level of traffic congestion Activities for teenagers

Affordable decent housing Parks and open spaces

Public transport Clean streets Community activities Race relations

Cultural facilities (eg cinemas, museums) Road and pavement repairs

Education provision Shopping facilities

Facilities for young people Sports & leisure facilities

Health services Wage levels & local cost of living

Other (Please write in) Job prospects

Low level of crime None of these

Don't know

These precodes are mandatory for every General BVPI survey in 2003/4.

Relevance An important way of gauging people's aspirations in establishing

whether they share a common vision for their local area, will be through

attitudes towards their quality of life.

A community is likely to be more cohesive where there are no major

differences in people's vision for their local area.

Reference

CC₀4

Title

The percentage of adults surveyed who feel they can influence decisions affecting their local area

Collected by

A local residents' survey

Cross reference

QoL indicator 23

Definition

"Do you agree or disagree that you can influence decisions affecting your local area?"

- (1) Definitely agree
- (2) Tend to agree
- (3) Tend to disagree
- (4) Definitely disagree
- (5) Don't know

Relevance

This question aims to measure how involved people feel in making decisions locally. Empowering people by allowing them to influence decisions is an important part of building and sustaining strong cohesive communities, and of developing a 'bottom up' approach to community cohesion. Greater involvement may also help to foster a greater sense of belonging to a local area.

A community is likely to be more cohesive where people feel they can influence decisions affecting their local area.

The Diversity of Peoples' Backgrounds and Circumstances are Appreciated and Positively Valued

Reference

Title

CC05

The percentage of people who feel that local ethnic differences are

respected

Collected by

A local residents' survey.

Cross reference

Voluntary for the BVPI general survey 03/04.

Home Office Citizenship survey; main survey and local area boost.

Definition

"To what extent do you agree or disagree that this local area (within 15/20 minutes walking distance) is a place where residents respect ethnic differences between people?"

- (1) Definitely agree
- (2) Tend to agree
- (3) Tend to disagree
- (4) Definitely disagree
- (5) Don't know

Relevance

This question explores whether ethnic diversity is positively valued in the area. From the testing of this question 'respect' tends to be interpreted as a lack of tension and community disturbance in the area.

A community is more likely to be cohesive where the majority of residents agree with this statement, especially where people from different ethnic minority backgrounds live.

Reference

CC₀6

Title

Number of racial incidents recorded by police authorities per 100,000

Collected by

HMIC/Home Office

Available through annual publication of section '95 statistics on Home Office website: www.homeoffice.gov.uk/rds

Cross reference BV174

Definition

'Racial incidents' are any incidents regarded as such by the victim or anyone else.

Relevance

A measure of racial incidents provides key data on the lack of tolerance and acceptance of different ethnic groups. Accounting for changes in recording levels, high or increasing numbers of racial incidents clearly prove a threat to creating cohesive communities.

A community is more likely to be cohesive where there are no or few racial incidents. Statistics of racial incidents must be treated with discretion: low or high numbers may reflect greater or lesser victim confidence in reporting; and this effect must be taken into account in interpreting the data. Also, it will be important to look at the number of racial incidents in ratio to the size of the ethnic minority community.

Police recording has been an issue in the past but nationally recording of racial incidents has nearly stabilised. This remains, therefore, an important indicator to collect over time.

Those from different backgrounds have similar life opportunities

Reference

CC07

Title

Local Concentration of Deprivation

Collected by

Index of Multiple Deprivation in 2000 (IMD 2000)

Available at: http://www.urban.odpm.gov.uk/research/

summaries/o3100/download/district.xls

Cross

reference

_

Definition

Population weighted average of the ranks of a district's most deprived wards that contain exactly 10% of a district's population.

Relevance

Pockets of severe deprivation may lead to social tensions and conflict. This indicator helps identify whether a district has any 'hot spots' of deprivation.

This indicator should be used alongside other IMD 2000 district and ward level indicators to explore the extent and depth of deprivation in an area. It should also be used in conjunction with the 2001 Census ward level and small area level data (available in July) to assess whether any particular ethnic minority or religious groups are concentrated in areas of high deprivation. Census data is available at: www.statistics.gov.uk/census2001

A community is more likely to be cohesive where there are low levels of deprivation and fewer socio-economic differences between people.

Reference

CC₀8

Title

The percentage of pupils achieving 5 or more GCSEs at grades A*-C or equivalent

Collected by

Pupil Level Attainment Schools Census (PLASC)

Department for Education and Skills

Cross reference

BV38

Definition

Percentage of pupils achieving 5 or more GCSEs at grades A*-C or equivalent in an authority's secondary schools.

Relevance

Raising educational attainment levels of those who underachieve can improve opportunities for finding employment and enhance people's quality of life generally. For equal life opportunities, children from all backgrounds should have an equal chance at obtaining good educational qualifications. The new PLASC data will allow for detailed analysis to be conducted. The achievement of different ethnic groups and the impact of Free School Meals (FSM) should be studied, as well as achievement by gender, ward, disability etc.

A community is more likely to be cohesive where children from different backgrounds have an equal chance at attaining good GCSE grades.

Reference Title	CCo9 The percentage of unemployed people claiming benefit who have been out of work for more than a year
Collected by	National Online Manpower Information System (NOMIS) Claimant count
Cross reference	QoL indicator 2 (at the local authority level)
Definition	A monthly count of job seeker's allowance claimants analysed by their age and the duration of their claim. Data can be broken down within local authority area and by gender and age. No ethnicity breakdown is currently available.
Relevance	This indicator provides a measure of long term unemployment in an area. Figures can be produced as an average over 12 months. As with improving educational opportunities, combating unemployment is key to improving life opportunities for individuals.
	A community is more likely to be cohesive where long term unemployment is low and not concentrated among certain groups.

Strong and Positive Relationships are Being Developed between People from Different Backgrounds in the Workplace, Schools and Neighbourhood

Reference

CC₁₀

Title

The percentage of people from different backgrounds who mix with other people from different backgrounds in everyday situations

Collected by

A local residents' survey

Cross reference

Voluntary for the BVPI general survey 03/04 Home Office Citizenship survey; main survey and local area boost

Definition

"In which of the following situations, if any, would you say you regularly meet and talk with people of a different ethnic origin to you?"

"In which of the following situations, if any, would you say you regularly meet and talk with people of a different social class to you?"

At local shops

At work

At a place of study, eg school, college, university

At a place of worship

At a relative's home

At restaurants, pubs, cinemas, community centres etc

In your neighbourhood

On buses or trains

At sports or fitness activities

At youth clubs

At other places (WRITE IN)

None of these Don't know

Relevance

This set of questions is aimed to look at the extent of interaction between people of different ethnic minority and social backgrounds. This will enable local authorities where there are diverse populations to see if more opportunities need to be created to facilitate the interaction of different ethnic and social groups.

A community is more likely to be cohesive where people of different ethnic origin and social class regularly meet and talk.

ANNEXE B

OTHER RELEVANT BEST VALUE PERFORMANCE INDICATORS

Ref	Indicator	Common vision and sense of belonging	Diversity appreciated	Similar life opportunities	Strong and positive relationships
BV2	(a) The level (if any) of the EqualityStandard for Local Government towhich the authority conforms.(b) The duty to promote race equality.		V	V	
BV ₃	The percentage of citizens satisfied with the overall service provided.	V			
BV11b	The percentage of top 5% of earners from ethnic minority communities.			~	
BV17	The percentage of local authority employees from ethnic minority communities compared with the percentage of the economically active ethnic minority community population in the authority area.			•	
BV39	The percentage of 15 year old pupils in schools maintained by the local education authority achieving 5 GCSEs or equivalent at A*-G including English and Maths.			V	
BV40/41	The percentage of pupils in schools maintained by the local education authority achieving level 4 or above in the Key Stage 2 Mathematics and English test.			V	
BV44	Number of pupils permanently excluded during the year from all schools maintained by the local education authority per 1,000 pupils at all maintained schools.			V	
BV45	The percentage of half days missed due to total absence in secondary schools maintained by the local education authority.			V	

ANNEXE B

Ref	Indicator	Common vision and sense of belonging	Diversity appreciated	Similar life opportunities	Strong and positive relationships
BV74	Satisfaction of tenants of council housing with the overall service provided by their landlord: with results further broken down by (i) ethnic minority and (ii) non- ethnic minority tenants.	V			
BV75	Satisfaction of tenants of council housing with opportunities for participation in management and decision making in relation to housing services provided by their landlord: with results further broken down by (i) ethnic minority and (ii) non-ethnic minority tenants.	~			
BV120 (police)	Level of crime (using British Crime Survey).			~	
BV121 (police)	Fear of crime (using British Crime Survey).			~	
BV126	Domestic burglaries per 1,000 households and percentage detected.			~	
BV127	Violent crimes per 1,000 population and percentage detected.			~	
BV128	Vehicle crimes per 1,000 population and percentage detected.			~	
BV164	Does the authority follow the Commission for Racial Equality's Code of Practice in Rented Housing and follow the Good Practice Standards for social landlords on tackling harassment included in Tackling Racial Harassment: Code of Practice for Social Landlords?		•		
BV175	The percentage of racial incidents that resulted in further action.		~		
BV 192	The quality of teaching for early years and childcare services.			~	

ANNEXE C

RELEVANT CENSUS 2001 INDICATORS

More detailed information from the Census 2001 will be available from the end of June 2003. The census allows for analysis by a number of key variables such as, age, gender, ethnicity and religion. This data will be available at the ward level and, for the first time, at smaller area level. Some useful questions on the census that can be used to understand community cohesion are included below:

	vision and sense of belonging	Diversity appreciated	Similar life opportunities	Strong and positive relationships
Respondent's religion	✓	V	✓	~
Respondent's ethnicity	V	V	✓	V
Percentage of respondents with same usual address one year ago	V			
% of respondents with qualifications: academic and professional			V	
% of respondents in employment, unemployed or inactive			V	
% of respondents who have limiting long-term illness			V	
% of respondents who are in good health			V	
% of respondents owning or renting			~	
	Respondent's ethnicity Percentage of respondents with same usual address one year ago % of respondents with qualifications: academic and professional % of respondents in employment, unemployed or inactive % of respondents who have limiting long-term illness % of respondents who are in good health	Respondent's religion Respondent's ethnicity Percentage of respondents with same usual address one year ago % of respondents with qualifications: academic and professional % of respondents in employment, unemployed or inactive % of respondents who have limiting long-term illness % of respondents who are in good health	Respondent's religion Respondent's ethnicity Percentage of respondents with same usual address one year ago % of respondents with qualifications: academic and professional % of respondents in employment, unemployed or inactive % of respondents who have limiting long-term illness % of respondents who are in good health	Respondent's religion Respondent's ethnicity Percentage of respondents with same usual address one year ago % of respondents with qualifications: academic and professional % of respondents in employment, unemployed or inactive % of respondents who have limiting long-term illness % of respondents who are in good health

ANNEXE D

USEFUL WEBSITES

Here are websites that provide information on different indicators, including technical notes on measurement and general advice. We also list some other websites relevant to community cohesion.

Indicators

Audit commission -

www.audit-commission.gov.uk

Best Value Performance Indicators -

www.local-regions.odpm.gov.uk/bestvalue/ indicators/ indicatorsindex.htm www.bvpi.gov.uk

Department of Health performance indicators -

www.doh.gov.uk/performanceratings/2002/index.htm

Improvement and Development Agency

www.idea.gov.uk

IDeA Knowledge - Making Performance Management Work Toolkit

http://eshtwo2.idea-

knowledge.gov.uk/bp/bp.nsf/httpublicpages/E7BC32D6A929466980256CDE005C92C8?open document

IdeA Knowledge - Local Strategic Partnerships Toolkit

http://eshtwo2.idea-

knowledge.gov.uk/80256C1A00481085/httpPublicPages/792F4932369FBFA180256C2A003EC 172?open

Library of Local Performance Indicators

www.local-pi-library.gov.uk/index.shtml

Neighbourhood Statistics

www.neighbourhoodstatistics.gov.uk

New Economics Foundation

www.neweconomics.org/default.asp?strRequest=aboutref

ANNEXE D

NHS Performance Indicators

www.doh.gov.uk/nhsperformanceindicators

Quality of Life Project

http://www.audit-commission.gov.uk/reports/GUIDANCE.

www.audit-commission.gov.uk/pis/quality-of-life-indicators.shtml

Other

Community Cohesion Unit

www.communitycohesion.gov.uk

Commission for Racial Equality

www.cre.gov.uk

Home Office

www.homeoffice.gov.uk

Local Government Association

www.lga.gov.uk

Neighbourhood Renewal Unit

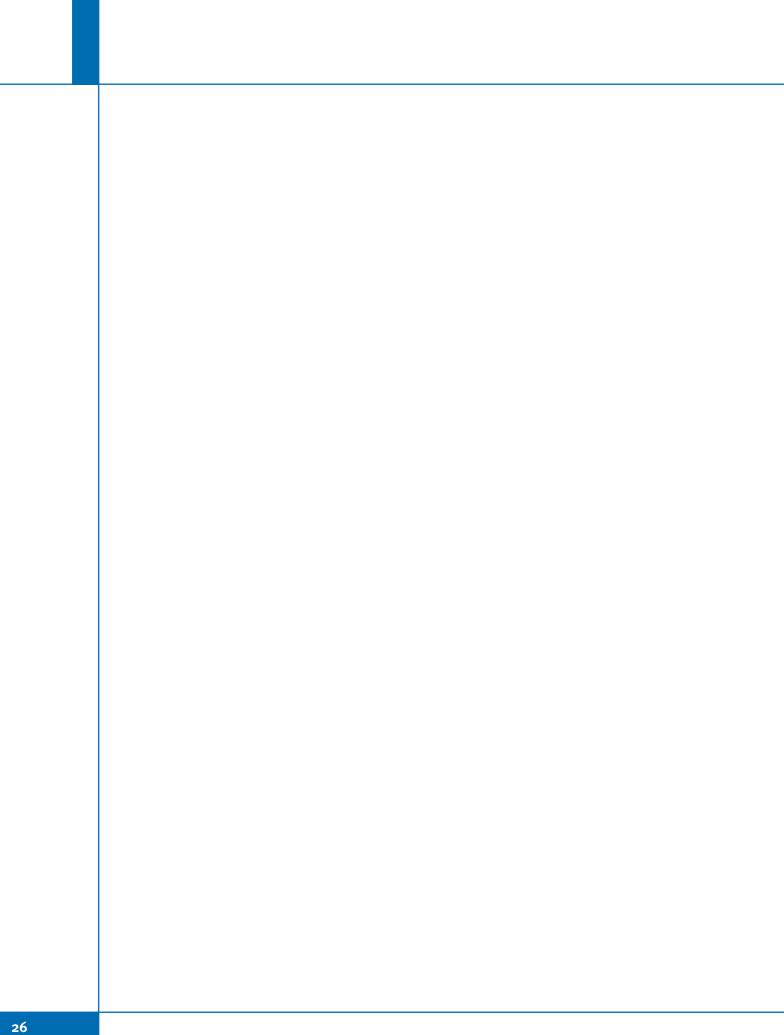
www.neighbourhood.gov.uk www.renewal.net

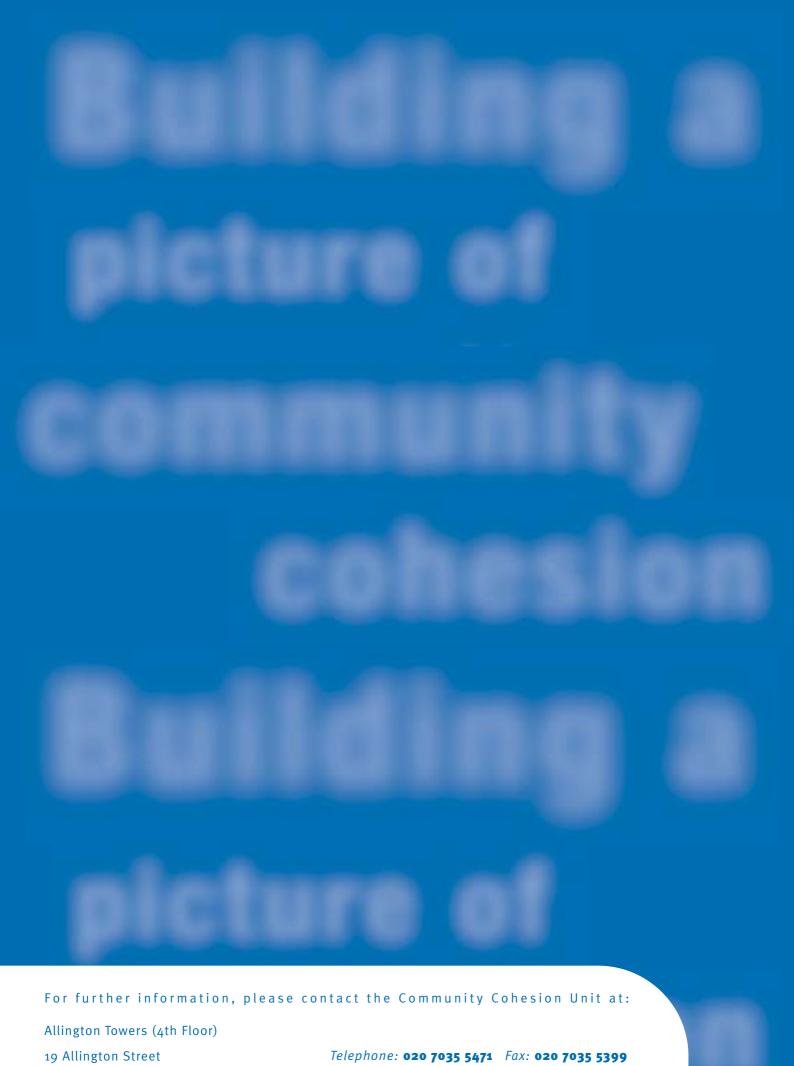
Runnymede Trust

www.runnymedetrust.org

The Inter Faith Network for the UK

www.interfaith.org.uk





Website: www.communitycohesion.gov.uk

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