



**Community Mapping Framework  
East of England Regional Cohesion Network**



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## PART I



### Community Mapping Framework Project

#### Introduction

The East of England Region has one of the fastest growing populations in the UK, and is projected to continue growing at a rate 6% faster than the UK as a whole by 2026.

In 2007, the region also had the highest total net migration of all English regions. Nearly two-thirds of this was due to international migration - a rate only exceeded by London.

Adding to the increasing diversity of the region, its Black and Minority Ethnic population is estimated to have increased from 8.6% in 2001 to 13.1% in 2007.

- How will we as local authorities and our partners continue to ensure that services keep abreast of the pace of change in the make- up of our population?
- How can we improve our capacity to identify and tackle new challenges to building more cohesive communities in a fast changing environment?
- What can we do to improve arrangements for identifying local tensions at an early stage?
- How can we improve our knowledge of changing, new and emerging communities?

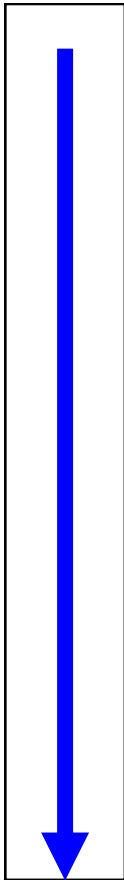
#### Purpose of the Framework

The Mapping Framework is intended to assist Local Authorities at all levels in further developing their capacity to map and better understand change in their local communities. In particular to:

- Identify change in the make-up of majority host communities but also new and emerging communities.
- Modify and better target service delivery and resources in response to changing needs.
- Better understand their different local communities and ensure that they are effectively engaged.
- Develop a more targeted approach to tackling inequality and disadvantage in response to the new duty socio-economic duty under Clause 1 of the Equality Act.
- Anticipate and intervene at an early stage in tackling local tensions
- Be better placed to develop evidenced-based cohesion strategies focussed on clear priorities and proportionate to the nature of issues and challenges in their area.
- Build capacity to respond to the coalition Government's aspirations for 'The Big Society'.

**Community Mapping Framework Project**

**Key Stages in Developing the Mapping Framework**



**Background Research**  
Documentary review and interviews with key personnel (31) across to region.

**Develop an Initial Community Mapping Framework**

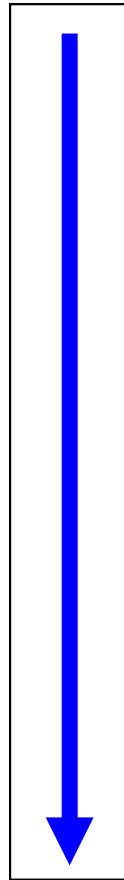
**Agree Pilot Local Authorities**  
Ipswich BC, Thurrock C and Fenland DC

**First Workshop**  
Evaluate and Improve Community Mapping Framework

**Second Workshop**  
Pilot Authorities—Focus on Implementation

**Identify and Evaluate Lessons Learnt**

**Final Mapping Framework Presentation**  
Local Authorities across the Region



### **The Need for a Community Mapping Framework?**

The Framework is simply a method of gathering a range of data that will better enable local authorities to keep abreast of the pace of change in the make-up of their populations.

To begin with, the pace of change in the rate of international migration - whether from Eastern European EU Accession countries or the rest of the world - has presented new challenges for many local authorities as well as established communities across the country. Interviews with public sector officers and key voluntary sector representatives in the East of England pointed to a number of issues, including:

- New migrant communities emerging over a relatively short time period.
- Even where numbers of new migrants are small, and especially where they are highly visible, the impact on established communities - previously unaccustomed to diversity and change - can be quite large.
- Competition between new and established communities over jobs, housing, school places and other services.
- Increases in the number of houses in multiple-occupation, together with disputes and complaints over - for example - nuisance, noise and refuse disposal.
- The transient nature of elements of the new migrant population.
- Assessing ESOL and other service needs of the new migrant population.

Quite often these issues were thought by interviewees to be more to do with the perceptions of established local communities. However, it was accepted that this did not make these issues any the less real.

In other parts of the region, the pace of change and new challenges are more to do with new housing developments and internal inward migration. The priority in this instance is about the need for corresponding infrastructure development and attracting new jobs. But wider issues include engaging with the concerns of established communities, helping to build cohesion within the incoming population and connections with established social networks.

At the same time, longstanding issues have not gone away. Some interviewees pointed to inter-generational tensions and the potential implications of an ageing population. Though a great deal of good work is being done with Gypsy and Traveller communities in some areas, negative attitudes and bullying in schools persist.

Established BME communities are also expanding in the region and becoming more diverse as a consequence of recent economic migration, Asylum Seekers and Refugees. In areas where these communities are concentrated, but also in other areas where numbers were relatively small, interviewee raised issues of:

- Insufficient knowledge of different communities
- Representation and engagement with the public sector
- Competition between different BME communities and also with majority communities over resources.

Community Mapping Framework

**What is a Community Mapping Framework?**

A great deal of the information required is already being collected by different tiers of Local Government and by strategic partners - so the framework is principally about filling existing gaps, sharing information and a consistent approach.

In line with best practice in some local authorities, the Community Mapping Framework is intended to gather and bring together data, information and intelligence on three levels:

- Hard Data Sources - mostly national
- Soft Data Sources— local
- Building knowledge of New Communities - local

The Hard Data sources are intended to identify overall population trends and challenges, but also to assist in identifying priority issues, social groups and neighbourhoods.

Building on priority issues, groups and localities identified using Hard Data sources, the purpose of Soft Data sources is to improve the capacity of local authorities and Partners to identify and anticipate service needs, issues and tensions at a neighbourhood level. This is intended to assist local Community Safety Partnerships in developing effective tension monitoring systems that go beyond Hate Crime issues by involving

a wider range of public and third sector personnel in collecting information, understanding the issues behind, and tackling tensions within and between different communities.

The final element in the Framework is about how to bring public sector knowledge of established BME, new and emerging communities up to a level similar to majority communities, and sharing this knowledge across other sectors.

Those we interviewed did not want new complex, expensive and hard to access information systems. However, they indicated a need for:

- A consistent approach;
- Better organisation and analysis of information;
- A broad understanding of who should do what.

### The Need for a Community Mapping Framework?

As is to be expected, most local authorities have already established systems to gather information enabling them to tackle these issues.

However, a number of concerns were raised by interviewees. In particular, the observations that:

- Challenges can differ significantly between and within local authority areas.
- Some national data sources, for example, the PLACE Survey do not provide sufficient information at ward or neighbourhood level.
- Existing data needs to be better organised and structured.
- The capacity to gather and analyse data differs across different tiers of local government.
- There is insufficient commonality and sharing of data across strategic Partners which could help in promoting a common understanding and approach.
- More qualitative and local soft data is needed from community and social networks.

- There is a need for more soft data that is predictive of neighbourhood tensions.
- There is insufficient emphasis on labour market data and employment patterns across different ethnic and social groups.
- More reliable, detailed and useable information on Hate crimes and incidents is needed.
- Better information is needed to enable the Public Sector to engage more effectively with all communities— and in particular established BME, new and emerging groups.

But interviews also identified examples of good and innovative practices and initiatives—e.g.:

- Cambridgeshire CC ‘Place Survey’.
- Suffolk Observatory in developing an ‘Instant Atlas’ to map local data.
- Ipswich Borough Ward Profiling.

**OVERVIEW**

- ‘HARD DATA’ SOURCES**
- Population Change
  - Migration
  - Churn
  - Spatial concentration
  - Inequality & Disadvantage
  - Hate Crime
  - Voting Patterns
  - Public Perception Surveys



- ‘SOFT DATA’ SOURCES**
- Offensive Graffiti
  - Hate incidents
  - Intergenerational Tensions
  - Disputes and Complaints
  - Neighbourhood nuisance
  - Demonstrations
  - Far Right/extremist activity



- BUILDING COMMUNITY KNOWLEDGE**
- Origins and nationality
  - Migration history
  - Faith denominations
  - Places of worship
  - Community Assembly
  - Leadership Structures



- OUTCOMES**
- Trends, Issues and Challenges
  - Priority Wards/localities
  - Priority communities and groups
  - Fine tune services
  - Develop Cohesion Strategies
  - Develop local Plans/Initiatives



- OUTCOMES**
- Locate tension Hot Spots
  - Early warning of Tensions
  - Identify specific issues
  - Develop local Plans
  - Early interventions



- OUTCOMES**
- Equity in knowledge/all communities
  - Representative/effective engagement
  - Building trust
  - Mediating tensions



**COMMUNITY MAPPING FRAMEWORK**

**‘HARD DATA’ MEASURES  
COMMUNITY MAPPING AND COHESION ISSUES**

**Overall Population Change**

- Past and projected long-term total population change.
- Net resident population growth/decline.
- Net inward/outward migration from within the UK and implications for absorbing and integrating new population.
- Changing Age Profile and potential impact on inter-generational tensions.
- Level of population churn. High levels of churn can have a negative impact on existing social networks and on the capacity of communities to help themselves.

**International Migration**

- No single reliable overall measures of the scale of international migration. However, individual measures—e.g. National Insurance Number Allocations (NINo), Workers Registration Scheme (WRS), GP Flag 4 Registrations, NASS data for Asylum Seekers housed, and ESOL take-up at local colleges - can help to fill in the picture. Though none of these measures can give an accurate indication of movement out of an area.
- Patterns elsewhere indicate an initial tendency for migrants to settle in localities with low cost private sector rental accommodation.
- In addition to issues of welcoming and absorbing new migrants, there are also concerns regarding pressures on local services—often in areas already under stress - and tensions between new migrants and established communities.

**Minority Communities**

- Key measures of the size of the BME population include latest ONS Mid-Year estimates and local long-term population projections.
- Most BME groups are younger than the population as a whole, and Census age profile data, together with school PLASC statistics can indicate rates of growth.
- Census data on national heritage and faith is also important in mapping BME communities.
- As an indication of the extent to which different BME groups are becoming more integrated, measures include: residential concentration by ward and in local schools, and access to all housing tenures - in particular Social Housing.

**'HARD DATA' MEASURES  
COMMUNITY MAPPING AND COHESION ISSUES**

**Inequality and Disadvantage**

- Different communities and localities can also experience different levels of inequality and disadvantage.
- Key measures and sources include: the 2007 Index of Multiple Deprivation (IMD); Local Joint Strategic Needs Assessment and Report of the Director of Public Health; Pupil achievement in schools by ethnicity; White/Non-White Labour Market participation rates and concentration in different sections, occupations, and at different levels of the local labour market; qualification and unemployment levels by ethnicity and age.

**Polarisation**

- High crime levels in particular localities.
- Type and location of all forms of Hate Crime, including homophobic, religious and disability motivated.
- Profile of victims and perpetrators.
- Recorded Hate incidents and location, including Schools.
- Support for Far Right Political groups in local, Parliamentary and European elections.

**Public Perceptions**

- National PLACE Survey Key Measures:
  - people from different backgrounds getting on well together. (NI1)
  - belonging to the immediate neighbourhood. (NI2)
  - satisfaction with local area as place to live. (NI5)
  - Influencing decisions affecting local area. (NI 3/4)
  - Volunteering (NI 6)
- Local Public Perception surveys may also provide similar and more detailed information at ward and neighbourhood levels.

**‘HARD DATA’ MEASURES  
COMMUNITY MAPPING AND COHESION ISSUES**

**Overall Outcomes**

- Identify overall trends, issues and challenges.
- Identify priority wards and localities.
- Identify priority communities and social groups.
- Better respond to changing local service needs.
- Responding to the new socio-economic duty to consider the impact of strategic decisions on narrowing socio-economic inequalities.
- Develop overall cohesion strategies.
- Develop local plans and initiatives.
- Anticipate the requirements of the ‘Big Society’ by making raw data available to the public so that local communities can develop their own strategies and better hold public organisations to account.

**Who should do What?**

- The capacity to collect, organise and analyse ‘Hard Data’ will differ between different tiers of local government— County, Unitaries, District and Parish.
- Nor is each and every local authority collecting and processing the same data sets likely to be seen as either productive or useful.
- Ideally, within the different tiers of local government, County Councils and Unitary Authorities are best placed to collect, analyse and map this data. But local knowledge and analysis is also needed.
- County, Unitary and District Councils will need to share information with other Public Sector Partners, the Voluntary, Community and Faith Sectors, and with the public.
- Local and regional ‘Observatories’ are also in a position to provide and assist.

**Data and Information Sources**

A list of key data and information sources is provided in Appendix I.

**‘SOFT DATA’ MEASURES  
COMMUNITY MAPPING AND COHESION ISSUES**

**Introduction**

Essentially, hard data sources are about establishing facts, figures and trends upon which to base an overall approach and action plans to tackle cohesion and equality.

These indicators also help to identify specific challenges and priorities – whether in respect of issues, population groups or localities. However, those we interviewed also recognised the importance soft information and intelligence, particularly at a local level and in wards identified as a priority.

In part, this was about monitoring tensions within and between different communities and groups. Many local authorities in the East of England will already have arrangements in place for monitoring tensions in local areas.

But are existing arrangements:

- Reactive rather than predictive?
- Focussed more on hate incidents and crime and less on wider cohesion and resilience issues?
- Capable of promoting early interventions?

The experience in the East of England - as elsewhere—is that quite often, what may be regarded initially as a fairly trivial incident can escalate quite quickly, with local views and attitudes becoming entrenched.

Without a great deal of additional effort, or elaborate new information systems, a more organised approach to collecting ‘soft’ data at local neighbourhood level can help to:

- identify change in the make-up of local communities - a significant issue in a region with one of the highest rates of

migration.

- Better understand local myths and rumours, and the issues behind incidents.
- Ensure that a wider range of agencies and partners are involved at an early stage.

**‘SOFT DATA’ MEASURES  
OVERVIEW**

**What Data is Collected?**

- Anti-social behaviour
- Offensive graffiti
- Hate incidents in the streets, schools and other public places
- Local complaints and disputes
- Neighbourhood nuisance
- Street gang activity and territory
- Transient population groups
- Void properties and shops, and vandalism
- Evidence of Far Right or other extremist activity
- Local reactions to conflict or terrorist incidents abroad or in UK

**From Whom?**

- PSOs
- Neighbourhood Teams including Housing
- Teachers
- Community Development staff and Youth workers
- Park Wardens
- Key Voluntary and Faith Sector personnel

**For What Purpose?**

- Identify tension Hot Spots
- Identify and understand issues behind incidents and tensions.
- Early warning
- Enable local Ward Members, neighbourhood based officers from different agencies and community leaders to mediate and prevent escalation.
- Develop local initiatives and plans

**Organising and Sharing Soft Data**

- It will be for local authorities to determine how this information is recorded, collected, analysed and shared.
- Ideally, arrangements should enable local authorities to map or otherwise link information to a locality.
- Critical to the process is sharing information across Council departments and key Partners, allowing key personnel from different agencies to come together to address local problems that may well be to do with Hate incidents and tensions, but could also address wider issues of mediation, building cohesion and resilience.

## BUILDING COMMUNITY KNOWLEDGE

### Background

The nature of diversity in the UK has changed significantly over the last decade. In many of Britain's larger cities, but also in more rural areas, Local Authorities have struggled to keep up with the pace of change.

Whilst most authorities and partners have a fairly comprehensive knowledge of their majority population, detailed knowledge of established BME, new and emerging communities is still an outstanding challenge.

Many local authorities are now striving to bring the level of knowledge of BME, new and emerging communities up to a level broadly equivalent to that of the majority population.

In part, this has been a reaction to the PVE Agenda and has focussed on Muslim communities. However, lessons learnt in this respect have had wider application in helping to map and build knowledge of other BME, new and emerging communities as well as wider issues.

### Methodology

The purpose of this element of the Community Mapping Framework is to build a descriptive narrative of individual minority communities—particularly where it is accepted that these are either not well understood or only partially represented in 'hard' data sources.

Quite often minority communities are perceived as singular, when in reality there may well be a great deal of diversity within them.

Establishing a basic narrative is essentially a 'one-off' exercise, but details may have to be updated periodically, where there is a demonstrable need.

The basic approach is not complicated and involves interviews or a dialogue with:

- Selected Public sector frontline staff - e.g. Youth and Community Workers, PSO's, ESOL and other staff working with minority communities.

- Representatives of organisations in the Voluntary Sector likely to have a connection with minority groups - e.g. the local CAB, Race Equality Council, BME Networks and Agencies working with Asylum Seekers and Refugees.
- Voluntary, Community and Faith representatives in minority communities including Gypsies and Travellers.

In order to test and confirm information gathered through interviews and pick up issues of concern at grassroots level, Focus Groups are also recommended in each community.

**BUILDING COMMUNITY KNOWLEDGE**

**Key Elements of A Basic Narrative**

- National and Regional Origins.
- History of migration - economic, asylum seekers and refugees - recent and long established.
- Main Faith denominations.
- Leadership traditions and structures.
- Relations between different groups - e.g.. recent and long-established.
- Barriers and difficulties currently being encountered.
- List of Voluntary and Community organisations and Places of Worship.

**Who Should Do What?**

- To avoid needless duplication, District Councils and Unitaries are ideally placed to lead in this respect.
- However, County Councils have a key supporting role to play, as do other Public Sector Partners—e.g. Police and Health—who will benefit along with the Business and Third Sector.
- Consideration should be given to sharing any expenditure incurred across local authorities and Partners.

**Outcomes**

- Better gauging service needs – e.g. ESOL
- Improving information and signposting for recent migrants.
- Identifying and tackling barriers to accessing services.
- Building trust.
- More effective engagement.
- Ensuring all communities are represented in consultation.
- Anticipating and mediating tensions

## LESSONS LEARNT

- Avoid duplication by establishing what information is already available.
- The need to ensure balance between rural and urban areas and issues.
- Ensure the inclusion of all strands of diversity - in particular Disability, Travellers and LGBT people and communities.
- Need for more emphasis on Inter-generational tensions and issues.
- Soft monitoring data might also include the local media.
- Going beyond established 'community leaders' in gathering information on community needs and concerns.
- Data collection and fieldwork need to emphasise 'positives' as well as 'negatives'.
- Clarity of responsibility for who should collect what data.
- A simple and clear protocol for sharing data and information across different sectors.
- The importance of making a Business case for Mapping Communities— e.g. Helping communities to help themselves, and the potential for reducing the impact on public resources.
- Exploiting synergy and overlap with other local authority initiatives requiring similar data — e.g. Neighbourhood

- Profiles and the new duty to produce a Local Economic Assessment.
- Expanding 'soft data' measures to include the mapping and utilisation of local community assets, 'hubs' and social networks with the objective of gauging the strength of 'social capital' - or the capacity of communities to help themselves.
  - Using the Community Mapping process to help build capacity in local communities by training and using third sector personnel as part of the team of field researchers.
  - Taking advantage of the opportunity provided by Community Mapping fieldwork to also gather information on the concerns and unmet needs of local residents and communities.
  - Piloting the Community Mapping Framework in designated wards or neighbourhoods before roll out across local authority areas.
  - Consulting and involving Ward Members, but also using Community Mapping information to help local people and third sector organisations to better understand their communities help themselves.



## Community Mapping Framework



## CONCLUSIONS

The East of England Region has one of the fastest growing populations in the UK., due in part to internal migration and housing growth, but in recent years led by international migration mainly from Eastern European EU countries.

The region's population is projected to continue growing over the medium term.

Local authorities in many regions have experienced difficulties in keeping abreast of the pace of change in the make-up of their population and are seeking ways in which local data,, information and knowledge can be used to complement national 'hard' data sources which are often outdated.

The proposed Community Mapping Framework is intended to assist local authorities in establishing a wide ranging and practical database, combining hard and soft, national and local data sources.

It is intended to be a menu from which each local authority can select measures appropriate and proportional to issues and circumstances in their area. Further, it also sets out proposals on who is best placed to do what between the different tiers of local government.

Detailed outcomes for each element of the framework are included in the three sections of this report. However, the key objectives are to assist local authorities and Partners in achieving:

- A more comprehensive knowledge of their communities.
- A better focus on priority issues, challenges, localities and groups.
- A more proactive response to change and tensions.
- A more effective approach to engaging and involving all communities.
- Build capacity to help local communities respond to the government's aspirations for 'a Big Society'.

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## Community Mapping Framework



### APPENDIX I - KEY DATA SOURCES

#### Population—Make up and Change

Census 1991  
Census 2001  
Annual Population Survey  
ONS Mid-Year Population Estimates  
ONS Sub-national Population Estimates  
ONS Experimental Statistical Sources  
National Insurance Number Registration  
Workers Registration Scheme  
Flag 4  
International Passenger Survey  
International Migration  
Pupil Level Annual School Census

[www.nomisweb.co.uk](http://www.nomisweb.co.uk)  
<http://www.statistics.gov.uk/census2001/census2001.asp>  
[www.nomisweb.co.uk](http://www.nomisweb.co.uk)  
<http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106>  
<http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15106>  
<http://www.statistics.gov.uk/CCI/nugget.asp?ID=173&Pos=&ColRank=1&Rank=374>  
<http://83.244.183.180/mgw/live/tabtool.html>  
<http://www.lga.gov.uk/lga/core/page.do?pageId=1095225>  
<http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15283>  
<http://www.statistics.gov.uk/statbase/tsdataset.asp?vlnk=683>  
Estimating the Scale and Impacts of Migration at a Local Level—LGA/iCoCo 2008  
Local Authority

#### Socio-economic Factors

Index of Multiple Deprivation 2007  
Labour Market Issues  
Mosaic/Acorn or similar surveys  
School Academic Achievement  
Housing Conditions  
Health and other issues  
  
Social Networks

<http://www.communities.gov.uk/publications/communities/indiciesdeprivation07>  
<http://www.statistics.gov.uk/census2001/census2001.asp>: [www.nomisweb.co.uk](http://www.nomisweb.co.uk)  
Subscription  
<http://www.education.gov.uk/performancetables/>  
Local Authority Surveys  
Local Joint Strategic Needs Assessments  
Inequalities in Public services – DCLG Race Equality in Public Services – Statistical Annex  
Connected Communities: How social networks power and sustain the Big Society. RSA 2010



**Community Mapping Framework**



**APPENDIX I - KEY DATA SOURCES**

**Polarisation**

Hate Crime statistics and Incidents  
Electoral support for Far Right Political Parties

Local Police Authority

Electoral Returns in Local, General and European Elections  
Jason Begley—SURGE/iCoCo 2009

**Public Opinion Measures of Cohesion**

National PLACE Survey  
DCLG National Citizenship Survey  
Local Surveys

<http://www.communities.gov.uk/publications/corporate/statistics/placesurvey2008update>  
<http://www.communities.gov.uk/communities/research/citizenshipsurvey/recentreports/>  
Local Authorities, PCT's and Police