



**Joint Decision Report for:** Cabinet Member for Health, Safety and Wellbeing (Adur)  
Cabinet Member for Health, Safety and Wellbeing (Worthing)

**Subject:** Community Cohesion and Tension Monitoring Programme

**Report Author(s)** Executive Head of Housing, Health and Community Safety and the Executive Head of Planning, Regeneration and Wellbeing

## 1.0 Summary

- 1.1 This is further to the report by the Executive Head for Planning Regeneration and Wellbeing to Worthing Cabinet in November 2008. This secured the agreement of the Cabinet Member to establish a temporary Community Cohesion post, based within the Council (WBC), using ring-fenced Area Based Grant (ABG). The conditions of this grant are attached to the delivery of a work programme in accordance with specific guidance (see 2.3 below) to address community cohesion and tension monitoring.
- 1.2 This report outlines the work programme that the Councils are required to deliver with partners and includes some considerations and recommendations that need to be agreed. Although this funding is Worthing-specific, the report recommends that where possible this programme should cover both Adur and Worthing (where this can be delivered using existing resources). Where additional funding is required for specific parts of the programme, matched contributions will be sought from Adur.

## 2.0 Background

- 2.1 Community Cohesion is about how well people get on and how different communities interact. From the Council's point of view, it's about recognising local risk factors and then managing these effectively. Generally, where inequalities exist, more often than not, there won't be cohesion.
- 2.2 In 2001 disturbances in three northern towns resulted in a community cohesion programme, led by the department for Communities and Local Government (CLG), focusing on race and faith based issues. This was broadened following the outcomes of the Commission on Integration and Cohesion's extensive consultation exercise (published in 2007, after the London Bombings in 2005), which started to look at building cohesive communities through the development of local and practical solutions. It is recognised that these tensions can escalate and lead to violent disorder. These can be triggered by a number of short and long-term factors that occur in an international, national and / or local context.

- 2.3 Since this time the Government has undertaken work to address the underlying causes of tensions between communities, trying to build local leadership, multi-agency collaboration and a strategic approach. Strong communities and citizen empowerment are key themes of recent government policy and guidance, and these work in parallel with a society where people 'get on better'. This is why the post would be based in the Community Wellbeing Team working closely with Community Safety.
- 2.4 Many areas of the country have not experienced disturbances to the degree of those in 2001, but are still faced with the need to address issues before they escalate.
- 2.5 *Guidance for local authorities on community cohesion, contingency planning and tension monitoring*, strongly advises Councils to have arrangements in place to monitor and respond to rises in community tensions. This means having a local cohesion contingency plan which sets out the roles, responsibilities and processes to be activated in the event of local community tensions assessed as likely to result in serious violence or a disturbance and in the event of actual disorder occurring. This plan needs to be simple and have an unambiguous protocol between local partners and may well be based on local arrangements. Section three below outlines a summary of the required work programme to achieve this and some key recommendations.
- 2.6 The Cabinet Members will be aware that, along with Arun and Crawley, Worthing has been identified as a priority area for this piece of work by the Government Office for the South East (GOSE). This was in response to the measure of how well people from different backgrounds get on with each other (Best Value Performance Indicator Survey now replaced by Place Survey). Some of the additional ABG attached to this work (£150,000 over three years -2008-11) has already been allocated to a Community Cohesion post for Worthing to help deliver the programme of work and recruitment for this has commenced.
- 2.7 Remaining ABG funding for this work will need to be allocated to the broader work programme needed for Worthing aligned to the guidance mentioned in 2.5. Where required, additional matched funding will need to be identified for Adur out of existing resources. Linked to this is the need to develop an overarching Community Cohesion Action Plan based on good evidence. This should be developed with partners and the implementation of this should be overseen by the Community Cohesion Officer.
- 2.8 This report details what is required of the Council and includes key recommendations for the Cabinet Members to consider, in particular with regarding the mapping work required for a local community profile.

### **3.0 The key elements of a local community cohesion contingency plan**

- 3.1 The purpose of community cohesion contingency planning is to prevent community tensions leading to serious disturbances wherever possible and to ensure that relationships and systems are in place to allow the local authority and its partners to act quickly to reduce, control or mitigate the impact of disturbances on cohesion, should they occur.

3.2 To do this the plan needs to contain:

- i) *An outline of the circumstances in which the plan will be implemented*, including the individual/s responsible for recommending this and the person responsible for taking the decision. It should also set out the context in which these responsibilities should be discharged, including a number of factors which might justify activating the plan, e.g. tension monitoring indicates 'high' risk tensions, or a serious racially motivated incident which may result in some backlash within the community;
- ii) ***Identification of a Chief Officer (Strategic Director) and elected member to champion Community Cohesion.***
- iii) ***Identification of individuals representing local agencies who will come together when the plans are being developed and implemented.*** These need to be mandated to take tactical action on behalf of their agencies.
- iv) ***Arrangements for gathering and communicating relevant information to the group***, including developments, patterns and levels of community tensions;
- v) ***Key practical details***, including 24/7 contact details for all individuals named in the plan as having a role / responsibility. Details of other partners and stakeholders (including community and faith groups) will need to be held, along with meeting arrangements and information about other key bodies;
- vi) ***How we will record, share and analyse information***, ensuring this is documented for all partners;
- vii) ***An indication of possible responses to situations***, through having examples of interventions in the event of an incident or possible incident, e.g. provision of information to community groups, outreach work within a community, joint public messages between the local authority and a community group, conflict resolution.

3.3 The plan needs to be developed by the partners but led by the Council. The guidance states that politically, this should be the Council Leader or the Portfolio Holder, and within the officer structure it should be the Chief Executive. It is essential that the plan is understood and articulated throughout the organisation (officers and Members) and should be prioritised in the Councils' Corporate Plans.

3.4 Knowing the community and having a good understanding of existing and new groups is essential. The guidance stipulates the need for community profiling / mapping work to be undertaken at the beginning of the work to develop good knowledge and help provide information about tensions. It is essential that this takes a broader approach to cohesion on issues that impact on all sections of the community. Cohesion is about how well people get on and how well communities interact together.

3.5 In Worthing the absence of a community profile has been identified as a key concern inhibiting the effective planning of services by the Crime and Disorder Reduction Partnership (CDRP). This has also been identified by other agencies working with young people and members of the community and is considered a barrier to progressing effective programmes. In developing such work consideration should be given to extending this to cover both Adur and Worthing.

- 3.6 Communication is also a key element of the plan, which includes that undertaken between partner agencies and community groups, and with local communities and residents. There is also a need to link this to emergency planning, in the case of a major incident, and to promote good race relations (Race Relations (Amendment) Act 2000) within the plan.
- 3.7 Tension monitoring must be undertaken as part of this work to enable councils and partners to track and monitor local trends and hotspots, alongside any national or international events, which may threaten cohesion. This work needs to enable actions to be agreed and implemented to manage tensions and provide early interventions or control measures to prevent subsequent disorder.
- 3.8 Since this guidance has been issued the Prevent Strategy 2008 has outlined another inter-related strand of work that local authorities and the police must also lead in relation to tackling violent extremism and the radicalisation of groups locally. This is a new strategy for the Government with a five-strand approach:
- I) challenging the violent extremist ideology and supporting mainstream voices;
  - II) disrupting those who promote violent extremism and supporting the institutions where they are active;
  - III) supporting individuals who are being targeted and recruited to the cause of violent extremism;
  - IV) increasing the resilience of communities to violent extremism;
  - V) and addressing the grievances that ideologues are exploiting.

This latest strategy links well with the broader programme of community cohesion and tension monitoring providing for an inter-related strand of work. With this, however, there is a need for caution as, if not managed properly, elements of the Prevent Agenda can contradict cohesion.

- 3.9 Section four below outlines the progress that has been made to date, gaps and a number of recommendations to be considered to enable this and the Prevent programme to be delivered.

#### 4.0 Progress made and work required of the Councils

- 4.1 The table below outlines the progress that has been made by the Councils and their partners to date and the gaps. It contains a number of recommendations for the Cabinet Members to consider.

Steps to be taken	Progress / proposal	Lead
1. Provide monthly monitoring data on community tensions for the Borough	These have been provided on a monthly basis by the Community Safety Team for Worthing since March 2008. This needs to be developed more through the development of the broader programme which will inform data gathering and sharing.	Community Safety Manager (CSM)
2. Identify a strategic officer and Elected Member lead for this programme	<b>a) Recommendation for this lead to be the respective Cabinet Members for Health, Safety and Wellbeing for Worthing and Adur; and the Strategic Director</b>	

3. Outline a programme of work to be undertaken and identify the departments to carry out this work, including the development of a strategic group, led by the Council and involving partners from the statutory, voluntary and community sectors	Process started through the production of this work. Detail of the work programme to be agreed and implemented	CSM and Community Wellbeing Manager (CWM)
4. Ensure that this work is linked into Emergency Planning (in the event of a significant incident).	To be carried out	CSM and CWM
5. Engage the LSP and CDRP in this work and ensure that a robust communications plan is developed.	CDRP have been updated on this work. Report to go to both partnerships with work programme proposals	CSM and CWM
6. Establish a Community Cohesion and Tension Monitoring Group to enable partner agencies to regularly meet and share intelligence about tensions, risk assess these and develop appropriate actions	A group has now been established for Worthing and Adur, chaired by Sussex Police. Membership and Terms of Reference are being developed.	CSM
7. Conduct a mapping exercise of the community to provide information about which communities exist and their needs / issues	<p>A draft brief has been developed for the mapping exercise, in accordance with the guidance (see Appendix 1). This work will be procured by an open tender process once the Cohesion Officer is in post.</p> <p><b>b) Recommendation for the Cabinet Members to agree to this brief</b></p> <p><b>c) Recommendation for the Cabinet Member (Worthing) to agree to the use of up to £5000 of the ABG for the purposes of carrying out this mapping exercise.</b></p> <p>Up to £5000 has been identified out of existing budgets to extend this work to include Adur.</p>	CWM
8. Use the findings from this mapping exercise to inform a programme of work to develop local and practical solutions to help build community cohesion in a Community Cohesion Action Plan	Once the Mapping Exercise has been carried out, this information will be presented to a meeting including officers & members of the LSP and CDRP to develop a programme of work	

4.2 The role of the Local Strategic Partnership (LSP) and the Crime and Disorder Reduction Partnership (CDRP) are critical, with the former playing a wider role in 'community cohesion' and the latter focusing on 'community tension monitoring' and 'Prevent'. As outlined in the table above, consideration needs to be given to engaging and involving both groups in this work, especially as the LSPs develop their joint Sustainable Community Strategy during 2009..

## **5.0 Legal**

5.1 There are no legal implications in relation to this matter.

## **6.0 Financial implications**

6.1 There are no financial implications for Worthing BC as this programme uses external ABG resources. There are, however, implications for Adur DC through the consideration required for mapping this area. This has been identified out of existing budgets.

## **7.0 Recommendations**

7.1 A Strategic Director and Cabinet Member to be appointed to lead on this area of work.

7.2 To agree the programme of work outlined in 4.0.

7.3 To agree the use of up to £5000 of the ABG for the Mapping Exercise.

7.4 The brief for commissioning the Mapping Work to be approved and the way forward for commissioning this brief to be agreed.

## **Local Government Act 1972**

### **Background Papers:**

- Community Cohesion Report to Worthing Cabinet, November 2008.
- 'Guidance for Local authorities on Community Cohesion, Contingency Planning and Tension Monitoring'. CLG May 2008
- Interim Sustainable Community Strategy – WBC
- Corporate Plan – WBC
- National Indicators for Local Authorities and Local Authority Partnerships - CLG 1<sup>st</sup> April 2008
- Prevent Strategy
- Adur's Community Strategy

### **Contact Officer:**

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Community Wellbeing Manager (Temporary)  
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## **Schedule of other matters**

### **1.0 Council Priority**

- 1.1 Help to meet important objective of Worthing's LSP to build cohesive and capable communities.
- 1.2 Also help to meet corporate objective of creating a safer community where people want to live, work, visit and invest.

### **2.0 Specific Action Plans**

- 2.1 **(A) proposal would help to meet the Councils joint strategic objective:**  
'To support and contribute to the health, safety and wellbeing of the area.'
- (B)** This work would contribute to NI 4.

### **3.0 Sustainability Issues**

- 3.1 This work would help to improve community cohesion to ensure that we create sustainable communities.

### **4.0 Equality Issues**

- 4.1 This work is specifically to deal with equality issues surrounding community cohesion.

### **5.0 Community Safety issues (Section 17)**

- 5.1 This work would help to reduce community tensions and likelihood of racist incidents and improve monitoring, increased reporting and better support for victims

### **6.0 Human Rights Issues**

- 6.1 This work is designed to improve human rights for local residents.

### **7.0 Reputation**

- 7.1 The desire to improve community cohesion can only seek to enhance the Councils reputation.

### **8.0 Consultations**

- 8.1 Internal consultation – report amended to reflect views of Executive Heads.

### **9.0 Risk assessment**

- 9.1 The risk of not undertaking this work could be to lead to the exclusion of certain groups of the community, increased tensions between different religious and ethnic groups and potentially increased crime. External funding has been provided specifically to deal with this issue.

## **10.0 Health & Safety Issues**

10.1 Matter considered and no issues identified.

## **11.0 Procurement Strategy**

11.1 Matter considered and no issues identified.

## **12.0 Partnership working**

12.1 The external funding is only allocated for Worthing but the work will benefit Adur in terms of addressing similar issues. The approach at Arun and Crawley in relation to this work has been monitored and there is scope for close working between similar posts.



## Draft Brief

### Local Cohesion Mapping for Worthing and Adur

#### Introduction

Community Cohesion is about how well people get on and how different communities interact.

The Government defines Community Cohesion as:

*..... what must happen in all communities to enable different groups of people to get on well together. A key contributor to community cohesion is integration which is what must happen to enable new residents and existing residents to adjust to one another.*

'Guidance for local authorities on community cohesion, contingency planning and tension monitoring', strongly advises Councils to have arrangements in place to monitor and respond to rises in community tensions. This means having a local cohesion contingency plan which sets out the roles, responsibilities and processes to be activated in the event of local community tensions assessed as likely to result in serious violence or a disturbance and in the event of actual disorder occurring

In order to write this plan, there needs to be an understanding of existing issues in the community. A mapping exercise of the community needs to be carried to provide information about which communities exist and their needs / issues and the influences on cohesion in the local area.

#### Aim

This mapping exercise will provide:

- A clear understanding of who lives in the local area and where
- Knowledge of where there are conflicts between different groups, the factors triggering them and where fault lines might appear in the future
- Knowledge of the existing and potential divisions between people from the same group
- An understanding of the barriers and opportunities for people mixing and being brought together
- A starting point for decisions about which cohesion actions are needed in the local area, who they should be targeted at and how existing examples of good practice might be adapted to fit the local area

#### Context

In 2001 disturbances in three northern towns resulted in a community cohesion programme, led by the department for Communities and Local Government (CLG), focusing on race and faith based issues. This was broadened following the outcomes of the Commission on Integration and Cohesion's extensive consultation exercise (published in 2007, after the London Bombings in 2005), which started to look at building cohesive communities through the development of local and practical solutions. It is

recognised that these tensions can escalate and lead to violent disorder. These can be triggered by a number of short and long-term factors that occur in an international, national and / or local context.

Since this time the Government has undertaken work to address the underlying causes of tensions between communities, trying to build local leadership, multi-agency collaboration and a strategic approach. Strong communities and citizen empowerment are key themes of recent government policy and guidance, and these work in parallel with a society where people 'get on better'.

Many areas of the country have not experienced disturbances to the degree of those in 2001, but are still faced with the need to address issues before they escalate.

Knowing the community and having a good understanding of existing and new groups is essential. Government guidance stipulates the need for community profiling / mapping work to be undertaken at the beginning of the work to develop good knowledge and help provide information about tensions. It is essential that this takes a broader approach to cohesion on issues that impact on all sections of the community.

The purpose of community cohesion contingency planning is to prevent community tensions leading to serious disturbances wherever possible and to ensure that relationships and systems are in place to allow the local authority and its partners to act quickly to reduce, control or mitigate the impact of disturbances on cohesion, should they occur.

### **Description of work to be undertaken**

A mapping exercise of the community needs to be undertaken to provide information about which communities exist and their needs / issues and the influences on cohesion throughout Worthing and Adur.

This mapping exercise should use existing data sources or take opportunities to piggyback on other data collection exercises or surveys. Existing relationships, partnerships and networks should be used.

Data should be a mix between 'hard' quantitative data and 'soft' qualitative data, alongside local intelligence – though each will need to be weighted. Information will also be required at Ward and Super Output Area level to help build a detailed picture of cohesion locally.

The exercise should consider the following drivers of community cohesion:

#### **Community Characteristics:**

Which areas are deprived, affluent or suffer from exclusion?; the strength of the local economy and employment opportunities; level of crime and ASB; community tensions; level of population churn or mobility, whether new

migrants or new residents; housing; quality of area as a place to live; quality of facilities; physical barriers; quality of Public Services; education, health; past industrial decline or disturbances; local community structures

**Personal characteristics:**

Race, ethnicity or nationality; faith and culture; language; immigration status; class/income; young people/older people interaction; other identity markers

**Individuals Attitudes:**

Feeling that there is respect for ethnic difference and views on migration; sense of belonging; trust of others trust of local institutions; fear of crime, feeling unsafe after dark or fear of racist incidents.

**Individual actions:**

Having friends in another group; people pulling together and helping each other; volunteering; participation/empowerment

**Sources of information for data should include:**

Office for National Statistics (ONS) - census

Audit Commission (BVPI survey)

The Place Survey

The State of the Cities database run by Communities and Local Government  
Local Authorities

Local partners (including the Sussex Police, Voluntary sector and the PCT).

Other sources should include residents surveys, citizens panel surveys, voluntary and community sector studies etc.

**Key Contacts**

Tina Favier – Worthing BC

Chief Inspector Howard Hodges – Sussex Police

Julia Carrette – Worthing VCS

Adrian Barritt – Adur VCS

Debra Balfort - PCT

Worthing and Adur Equalities Group

Cllr John Rogers – Worthing Cabinet Member for Health, Safety and Wellbeing

Cllr Dave Simmons – Adur Cabinet Member for Health, Safety and Wellbeing

James Appleton – Adur & Worthing Councils

Paul Spedding – Adur & Worthing Council

LSP Chairs

CDRP Chairs

**Timetable**

This work should be undertaken July - November 2009.

**Budget**

Tenders should include details of a budget for this work up to £10k.

**Documentation required**

Results of the Mapping Exercise should be outlined in a report with recommendations of gaps in services and action points and presented to a meeting including officers & members of the LSP and CDRP. A presentation should be provided to enable this information to be fed through to other partners.