Manchester City Council
Report for Resolution

Report to:	Citizenship and Inclusion Overview and Scrutiny Committee - 11 January 2012
Report of:	Deputy Chief Executive (Performance)
Subject:	Population Change and Cohesion

Summary

This report provides the Committee with information about population trends in international new arrivals in the city and the types of community cohesion issues that might arise. The report also includes case studies from both South and North Manchester on how we are responding to some of the changes taking place.

Recommendation

The Committee is asked to comment on the issues identified in the report.

Ward Affected

All

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Background documents available for inspection:

State of the City Communities of Interest Report:

http://www.manchesterpartnership.org.uk/page/23/

1.   Introduction

1.1   In October 2011, the Committee received a presentation on the key issues and priorities identified in the State of the City Communities of Interest report (2011/12).   The Committee requested a further report on the population changes taking place across the city and the impact of this on community cohesion.

1.2   This report provides information about the changes in the population of Manchester, its diversity and the types of community cohesion risks that have the potential to arise as a consequence. The report also provides examples of good practice around how the Council and its key partners are managing and responding to some of the changes taking place.

2.   Population change in the city

2.1   Increasing the city's population is one of the key objectives of Manchester's Community Strategy 2006-2015. The Community Strategy's original objective was that by 2015 the city's population will have increased to 480,000 – this was surpassed in 2010, when the Mid-Year Estimates (MYE) released by the Office for National Statistics (ONS) shows that Manchester's population had reached 498,800.

2.2   In recent year's population migration both into and out of the city has been significant. The post war decline in the city's population has been reversed and the population continues to grow. On average, Manchester has been growing by just under 2% per year between 2001 and 2010. ONS projections also show that Manchester's population is projected to continue to increase to 519,000 by 2015 and 588,300 by 2032.

2.3   This growth is the result of net natural growth (the number of births exceeding the number of deaths) and net inward international migration (the number of arrivals exceeding the number leaving). However, growth in these two areas has been offset by reductions in net internal migration, which over the past 9 years has seen Manchester lose around 1600 people a year to other parts of the UK, and especially to Greater Manchester.

2.4   The age and ethnicity profile for the city is also changing.   Understanding these changes is a key part of planning for future demand and provision of services. This information is reported in the Communities of Interest Report 2011. Specifically:

        Age

2.5   Over the part decade, the proportion of the population aged 15 to 64 (close to working age), children aged 0 to 4 and residents aged 85 and over have increased.

2.6   In contrast the proportion of children aged 5 to 14 and those aged 65 to 84 have decreased.

2.7   Manchester has been popular with young adults for many years and according to the Higher Education Statistics Agency (HESA) there were over 73,445 students (full and part time) attending Manchester's higher education establishments in 2008/09 (although not all students live in the city). Students made up over 14% of the 2010 MYE population.

2.8   Net inflows of international migrants (not age specific) accounts for some of the growth in young adults and the expansion of the European Union in 2004 saw a large influx of Eastern European migrants to Manchester.

Ethnicity

2.9   The city's population is becoming more diverse. Not only has the proportion of BME residents grown, the range of ethnic backgrounds in the City has increased as evident from the increasing number of languages spoken by Manchester's school children. Manchester's BME community has grown from 19.1% in 2001 to 22.7% in 2009.

2.10   Concerns about the reliability of the population data used to inform the 2011 census mean that deriving ward level data for ethnicity could be misleading. Nor would it sufficiently account for the growth in migration from the A8 accession countries[1] who arrived after the census. The only other source of information that can be used as a proxy is the School Census. However, it should be noted that this source covers Manchester pupils who could live outside the city and does not include Manchester residents who study outside the city.

2.11   Nevertheless, a count of pupil ethnicity by ward shows that some communities are more concentrated geographically than others. Of particular note is: the concentration of particular communities in north and central areas of Manchester; and, the existence of a large variety of communities in Cheetham / Crumpsall and Longsight / Levenshulme and the overlapping of Black Caribbean and Somali communities in Moss Side. These concentrations (for 20 pupils or more) are highlighted in the map at Appendix 1.

3.   **Migration**

3.1   Migration is a significant aspect of population change in Manchester. The data from the 2010 population estimates shows that in total, 55,320 people moved into Manchester in the previous year from elsewhere, whilst 44,600 people moved out, a net migration gain of 10,720 people. This is an increase on the net migration gain of 6,690 between 2008 and 2009.

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[1]   The A8 countries are: the Czech Republic; Estonia; Hungary; Latvia; Lithuania; Poland; Slovakia and Slovenia

3.2   Manchester is still losing people through *internal* migration (to/from other parts of England and Wales), but gaining people through *international* migration and natural growth.

4.   Community cohesion

4.1   Community cohesion is generally understood to be 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. This is what must happen to enable new residents and existing residents to adjust to one another. Manchester has adopted six key themes as the foundations which need to be in place for community cohesion in Manchester:

- We focus on what we have in common and how we will contribute to Manchester – those who are newly arrived as well as those who have always lived here.

- The diversity of Manchester helps people from different background to get on well with each other – in work, in education institutions, in neighbourhoods and through local community and voluntary groups.

- Manchester people understand the contribution that they as individuals and their communities make to the City and their neighbourhood

- We have mutual respect – Manchester people respect themselves, their neighbours and their neighbourhood, and the communities of Manchester.

- We strive for equality of opportunity – people may come from different backgrounds but they have the same opportunities to benefit from and contribute to the success of Manchester.

- People have trust in local institutions to treat people fairly and openly.

4.2   Manchester's approach to community cohesion underpins all aspects of our Community Strategy. We have not developed a separate community cohesion strategy: our cohesion priorities are embedded into our core strategies and activities. Our cohesion priorities are based on a number of core principles: first, that cohesion is about more than race – where people live, intergenerational issues are as important as faith and ethnicity; and, the need to do more to celebrate and promote the values that bring people together as a City. Our approach to cohesion is also embedded within the responsibilities of core services, including the integrated Neighbourhood Delivery and Neighbourhood Regeneration teams that are now in place.

4.3   Our strategy recognises that there needs to be a systematic approach to understanding cohesion in Manchester. This should happen in three ways.

- First, monitoring changes on the ground that may threaten or promote cohesion – population statistics are not enough as they fail to capture

rapid change on the ground as it happens. Intelligence from communities themselves is critical. Ward coordination plays a key role in this. The Community Change Management System has been developed to help gather information on these local changes. The tool is still in development and is being evaluated to understand how it can inform future community cohesion strategies and learning across the city.

- Second, recognising that one size does not fit all, mapping different types of communities of Manchester to understand where the risks may be greatest.   A mapping exercise for the Community Cohesion Steering Group has previously considered a mapping exercise showing the relationship at ward level between cohesion and deprivation, diversity and transience. Wards that have relatively lower levels of deprivation have high levels of cohesion whether levels of diversity are high or low. It is in the wards that have higher levels of deprivation where the level of diversity has a significant impact on the level cohesion in the area.

  Mapping levels of transience at ward level as measured using mid-year population estimates shows little impact on cohesion. However, the population estimates are not in themselves a sufficient measure of transience. Our priority is therefore to develop a more accurate measure of transience at ward level – and the Community Change Management System mentioned above is an example.

- Third, an agreed approach to measuring cohesion as an outcome. The agreed measure of cohesion is the percentage of people who believe that people from different backgrounds get on well together in their area. The State of the City Report 2010/2011 reports that 88% of respondents to the Manchester Residents Telephone Survey agree that their local area is a place where people from different backgrounds get on well together.

4.4   The following two case studies provide examples of how we have applied this framework in shaping our response to some of the emerging challenges in the City.

5.   **Community cohesion in East Manchester**

5.1   The Romanian Roma community have been arriving in Manchester and settling primarily in the Gorton South ward (in particular the Hemmons Road area) of the city for the last four years since Bulgaria and Romania joined the EU in 2007. Roma families are now resident in every Strategic Regeneration Framework area in the city except for Wythenshawe. The presence of this new and emerging community has identified a number of challenges for service providers and the existing community alike. Tensions between communities have arisen as a result of cultural differences and misunderstandings which led to a strategy framework being developed in 2009 for multiagency working to resolve some of these concerns both at an operational and at a strategic level.

5.2   This strategy set out a number of objectives:

- To monitor tensions in the area and to be ready to respond immediately and effectively should tensions escalate towards intimidation and violence.

- To address neighbourhood problems such as anti-social behaviour, crime and environmental problems to support the local community and to reduce tensions.

- To support the integration of the Roma community through education and legitimate economic activity.

- To work with Government to address issues about access to benefits and employment status.

Children and young people

5.3   Children's Services have led the work to ensure Roma families enrol their children into school. Initially, engaging school age children in education had its own difficulties since many Roma residents traditionally do not engage in the formal education system. Gorton Mount primary school were the first local school to break down these barriers, and now many more of the local primary schools take Roma children. Where children are in education, the attendance rates of Roma children are out-stripping those of non-Roma Children. However, the pressure on school places in this part of the city means that ensuring all Roma children are in education remains a challenge. Roma children tend to come from large families and it is expected all children will attend the same school. Work to ensure all children attend school is continuing.

5.4   Work has also been undertaken by the Sure Start services to engage Roma under 5's in Sure Start activities. This has proved much more difficult than engaging school age children since traditionally Roma residents with pre-school children do not engage in activities outside of the home.

5.5   Due to the challenges in engaging in with the Roma community through conventional routes, the city has partnered with two outreach projects who work directly with the Roma community.

- The Big Life Company Outreach Project, based at Longsight Sure Start has focused on the skills development of Roma residents and have trained up seven young people from the Roma community in community interpreting and supporting public agencies in accessing the Roma community. Funding came to an end in September 2011.

- The Migration Impact Fund (MIF), funded via the then Government Office North West has been used to deliver advice and information services to ease the pressure on existing advice services within the city. This consists

of three strands: an advice project, an outreach project and a volunteer development programme. Funding ended in December 2011.

Neighbourhood management

5.6   The Roma Strategy group has achieved a number of successes in managing neighbourhood concerns, particularly around anti-social behaviour, waste management, and school attendance. Regular public meetings with the established community, elected members and officers working in the area suggest that local people feel there are still problems in the neighbourhood, particularly around the behaviours of the Roma community. To help build a sense of shared values and community belonging a set of resident expectations or standards have been drafted which everyone living in the neighbourhood should adhere to. These include:

- All children under 16 must attend school
- All rents and taxes must be paid
- Don't drop litter
- Put all your household waste in bins (including recycling)
- Don't park on the pavements or double yellow lines
- Don't disturb your neighbours, particularly at night

5.7   Whilst a high level of success has been achieved in managing the neighbourhood, evidence of real behavioural change is still not clear, and the area continues to experience high levels of churn within the Roma community. Environmental issues and anti social behaviour still remain as key concerns for residents.

Employment

5.8   Many Roma residents are not engaged in any form of meaningful economic activity. Language is a barrier to developing legitimate forms of self employment. The immigration status of A2 Nationals (those from Romania and Bulgaria) means that adults are restricted to particular forms of employment (i.e. in the meat packing industry or the vegetable picking industry) or they can work as self employed earners. As the prescriptive industries are unavailable to Roma residents in Manchester, the majority have to rely on establishing themselves in self employment. In Manchester, many Roma residents have relied on selling the Big Issue magazine, however the City Council does not consider this to be genuine and sustainable self employment and we no longer pay housing benefit or council tax rebate on that basis.

5.9   Immigration restrictions apply until January 2014 only, when the Home Office restrictions are relaxed, which means that Roma residents will have full rights to employment, education, social housing and welfare benefits. In the meantime work is being progressed by the outreach teams and Children's Services International New Arrivals Team to support families into genuine self employment. However, more work remains to be done in this area to avoid

developing a culture based on dependency when the restrictions are lifted in 2014.

5.10   Going forward, and for meaningful integration and community cohesion to occur, it is essential that work on school attendance; employment; the payment of council tax; and the observance of neighbourhood standards continues. The introduction of integrated Neighbourhood Regeneration and Neighbourhood Delivery Teams presents opportunities to address these objectives in a focussed way.

6.   **Community cohesion in North Manchester**

6.1   The north Manchester population is made up of mostly White British residents with a number of long-standing communities. However, north Manchester has seen a steady change in the ethnic composition of the population in the past few years with each of the six wards experiencing varying degrees of change.

6.2   The BME population of north Manchester is 20.1% of the total population. Cheetham ward remains as the most diverse ward in the city and is home to a diverse number of communities – its BME population is 53.4% of the total. In contrast, Crumpsall ward has a BME population of 26.4% and is mostly White British with a minority of Pakistani residents along with a smaller number of other groups. Harpurhey and Moston wards have seen the greatest changes to their populations with an increase in the proportion of residents of African descent in particular. There has also been an increase in the number of Polish people choosing to settle in these two wards.

Cohesion challenges

6.3   The changes to the population and communities of north Manchester over the past few years have led to an increased focus on community cohesion in the area. It is important to note that the majority of new arrivals encounter few problems in their new neighbourhoods and that existing communities are strengthened by the arrival of new residents. The most notable impact on existing communities has been changes in the retail offer of key neighbourhood centres. For example, Moston Lane has seen a number of shops open selling African and Polish foods, goods and services. The changing demographics have also led to some tensions at grassroots level with the following anecdotal examples providing examples of some of the issues:

- Reported overcrowding of rented accommodation
- Perceptions of new arrivals "jumping the queue" for public services such as housing and education
- Perceptions of antisocial behaviour/nuisance caused by another community
- Reports of verbal racist abuse
- Reports of far right activity in the area
- Issues with landlords not providing newly arrived tenants with adequate information/facilities

6.4   The State of the Wards 2010/2011 shows that whilst the majority of residents agree that people from different backgrounds get on well together in their local area, the figures are still below the Manchester average (88%). This is particularly true for Charlestown (73%), Harpurhey (72%) and Moston (74%). Higher Blackley (83%), Cheetham (89%), and Crumpsall (92%) are close to or above the Manchester average.

6.5   The North Manchester Neighbourhood Regeneration Team has developed an Action Plan with the multi-agency Community Cohesion Group. This identifies key cohesion issues and formulates actions to resolve them. The group was made up of partners from Regeneration, Crime and Disorder, Research and Intelligence, Organisational Improvement, Culture, Northwards Housing, Adults, Children's and Leisure. The findings of this work are being evaluated and will be embedded into the refreshed North Manchester Strategic Regeneration Framework. This is currently out for consultation until 16 January 2012. Whilst activities were mainly focussed on Harpurhey and Moston, reflecting the changing populations in these two wards, lessons will be integrated across the refreshed SRF. Some of the key activities included:

- MORI surveys – Resident perception surveys were undertaken in two wards previously identified as having issues around cohesion (Higher Blackley and Harpurhey). The report identified that residents with poor perceptions of everyday issues would have a worse perception of community cohesion. Key issues were views on street cleanliness, levels of anti social behaviour and local shopping facilities. Residents who rated these poorly were also likely to perceive a difference in allocation of public resources feeling that others had an unfair advantage.

- Community change and perception monitoring tool – this pilot tool was developed and delivered to identify and record 'softer' perception based information on community changes rather than rely solely on the 'harder' data already available. The tool provides 'snap shot' pictures about the changes taking place, resident perceptions and report risks / impacts on community relation and local service delivery. As mentioned at paragraph 4.3 this tool is being evaluated to see how it can support learning across the city.

- Training for front line workers – this programme was aimed at supporting frontline workers across a range of partner organisations (MCC, GMP, JC+, CAB and Manchester College) to better understand and promote community cohesion. The training focussed on tackling the barriers to community cohesion, embedding cohesion in day to day business, sharing knowledge and experience about the area and communities and the development of personal skills and confidence to carry out their role effectively.

- Welcome / Information pack – The Welcome Pack was developed to provide information to new arrivals in Harpurhey to better inform them about the neighbourhood. The pack included details of local services,

support and contact details of key organisations. The Welcome Pack was an extension to the existing "Life In" magazines and was distributed to partners and venues popular with new arrivals such as local churches, housing offices and community centres, as well as to nearby new private housing developments.

- Events programme – A successful programme of community events has been delivered in the area aimed at celebrating and bringing together local communities. The events programme attracts several thousand people a year, and includes: Crumpsall Carnival, Moston Day, Cheetham Heritage Trail, Cheetham Christmas Lights, Collyhurst fun day and Teddy Bears Picnic in Charlestown for example. Events are aimed at a diverse range of people from different backgrounds, age groups and interests. The events programme is currently being evaluated to understand how it can be more sustainable and community led.

6.6 The activities set out above have all contributed towards supporting the neighbourhood management arrangements in the area and to respond proactively to any emerging tensions.

7. In Summary

7.1 This report sets out some of the changes within Manchester's growing population, and identifies a number of challenges to services and local communities as a result. Case studies in north and east Manchester provide examples of good practice in responding to these challenges.

7.2 The Manchester Community Cohesion Board, chaired by the Deputy Leader of the Council, will continue to prioritise and embed work to improve community cohesion through the new neighbourhood regeneration and delivery arrangements. Overview and Scrutiny Committee are invited to comment on the issues in this report.

Appendix 1

School pupil ethnicity clusters 2011
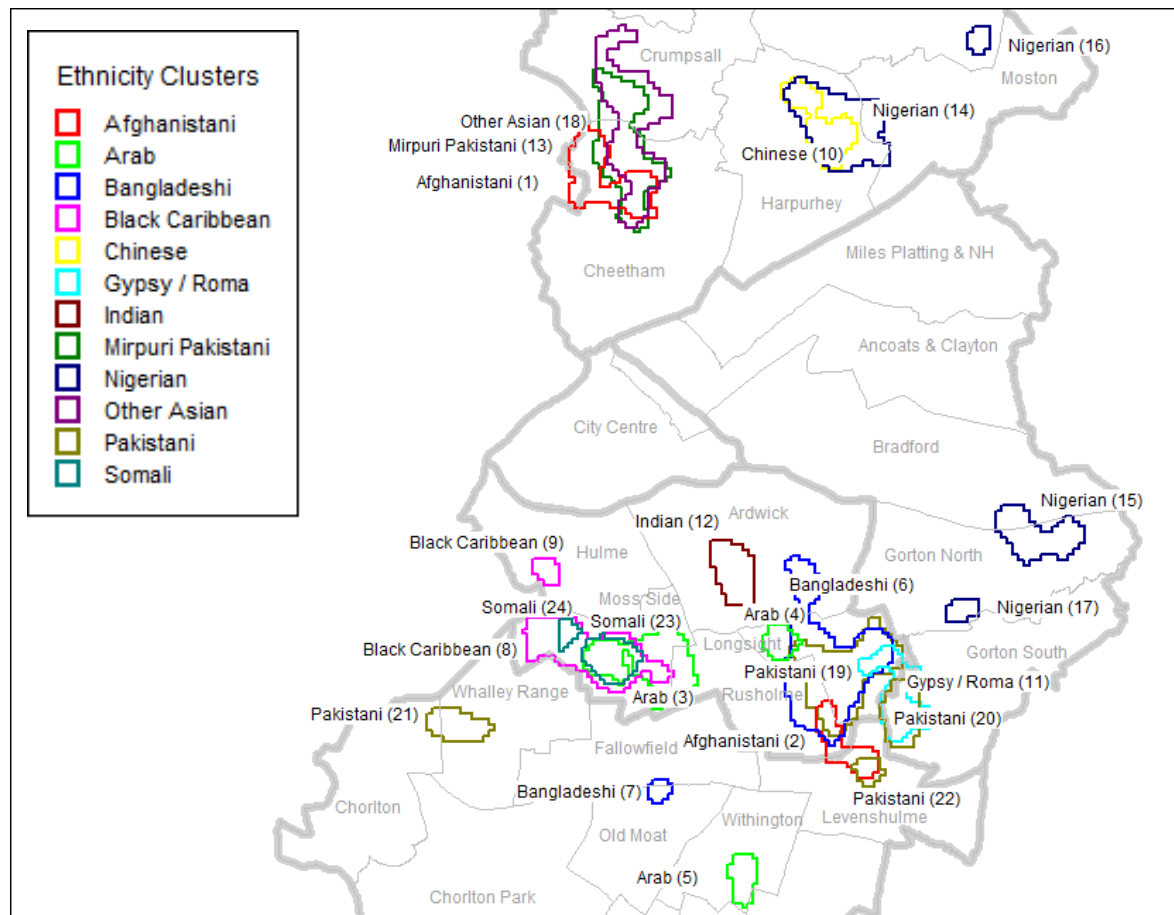
Key to map

Index	Ethnicity	Count	Index	Ethnicity	Count
1	Afghanistani	44	13	Mirpuri Pakistani	238
2	Afghanistani	20	14	Nigerian	180
3	Arab	131	15	Nigerian	104
4	Arab	21	16	Nigerian	22
5	Arab	22	17	Nigerian	24
6	Bangladeshi	816	18	Other Asian	104
7	Bangladeshi	20	19	Pakistani	1127
8	Black Caribbean	269	20	Pakistani	359
9	Black Caribbean	32	21	Pakistani	306
10	Chinese	50	22	Pakistani	126
11	Gypsy / Roma	138	23	Somali	449
12	Indian	46	24	Somali	62