

# Brexit, Infrastructure and Legislative Change Overview and Scrutiny Committee



Date of meeting:	11 March 2020
Title of Report:	<b>Community Cohesion</b>
Lead Member:	Councillor Chris Penberthy (Cabinet Member for Housing and Co-operative Development)
Lead Strategic Director:	Craig McArdle (Strategic Director of People)
Author:	Kevin McKenzie, Community Cohesion Coordinator
Contact Email:	kevin.mckenzie@plymouth.gov.uk
Your Reference:	BILCO/02/2020
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

BILCO members requested an update on the impact of the UK leaving the European Union on Community Cohesion.

## Recommendations and Reasons

Members are asked to note the report and endorse the proposed approach to refreshing the Welcoming City Strategy as suitable to address tensions arising from Brexit.

## Alternative options considered and rejected

A specific Brexit response was considered however intelligence suggests that even if the outcome had been a no deal Brexit any kind of civil disturbance was unlikely.

## Relevance to the Corporate Plan and/or the Plymouth Plan

A Welcoming City is one of our Caring Council priorities in our Corporate Plan. Our approach is also consistent with our Citywide Vision, Values and Mission.

## Implications for the Medium Term Financial Plan and Resource Implications:

The budget for our welcoming city work is sufficient to meet all currently identified resource needs. Our Plymouth Integrate Programme is externally funded through an MHCLG grant under the Controlling Migration Fund.

## Carbon Footprint (Environmental) Implications:

No direct carbon/environmental impacts arising from the recommendations

## Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

No EIA has been completed to cover this report as members are not asked to make a decision. The proposals described will however make a positive contribution to our delivery against our General Equality Duty.

Brexit impacts are addressed as a part of our corporate risk monitoring and supported with specific organisational and citywide risk assessments that are regularly reviewed.

## Appendices

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Community Cohesion							
B	<a href="#">Integrated Communities Action Plan</a>							

## Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7
Hate Crimes – Devon and Cornwall Police, Performance and Analysis Dept – June 2019							

## Sign off:

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Originating Senior Leadership Team member: Matt Garrett											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 27/02/2020											
Cabinet Member approval: Councillor Penberthy (Verbal)											
Date approved: 28/02/2020											

# COMMUNITY COHESION

## Introduction and Background

At its first meeting in June 2017 BILCO identified Community Cohesion as an area where the UK leaving the EU might have a significant impact. In January 2019 BILCO received a report which provided an overview of community cohesion in the city and related issues arising from the decision of the UK to leave the EU. Members noted: -

- (a) Plymouth had seen a significant influx of migrant workers and their families from the European Union between January 2004 and December 2016;
- (b) between these dates the free movement restrictions on the A8 accession countries (Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia) had been lifted;
- (c) a total of 14,119 National Insurance Numbers (NINOs) had been issued to EU nationals who were resident in Plymouth, of these 7963 were men and 6159 were women, 76% were aged between 25 and 44; the increase had been primarily as a result of EU enlargement as only 20% came from countries that were EU member states in 2001;
- (d) the Plymouth City Survey had been distributed to 8000 households in partnership with Marketing Means; 2296 (28%) of valid surveys had been returned; the headline cohesion rate was 17.3% below the most recently recorded national figure;
- (e) in 2017 there was a total of 443 hate crimes and incidents reported in Plymouth which was a small decrease on the figures reported for 2016;
- (f) the key areas which need to be addressed were;
  - the need to promote community cohesion in the 'left behind white communities'
  - encourage social mixing (sports, arts and cultural events were ideal as language was much less of a barrier;

The key areas of questioning from Members related to –

- (g) the ability to be able to compare the number of hate crimes reported in 2017 to previous years;
- (h) whether the 'cohesion rates by Council ward' could also plot diversity and deprivation within each ward;
- (i) what was the proportion of non-English speaking residents
- (j) whether a copy of the Integrated Communities Green Paper could be made available;
- (k) the interruption of the specific question used to measure community cohesion within the Plymouth City Survey ('my local area is a place where people from different backgrounds get on well together');
- (l) the impact of placement through social housing on community cohesion and the effect on communities that had a lot of social housing;
- (m) the provision of better facilities and funding to facilitate bringing communities together;
- (n) concerns that Plymouth was not viewed as a 'welcoming city' which was one of the Council's strategic objectives;

This report provides an update for BILCO members now that the UK has left the EU.

### **The impact of the UK leaving the EU.**

Consistent with our Brexit risk assessment no reports of civil unrest were received in the wake of the UK's departure from the EU on 31<sup>st</sup> January 2020. The date was symbolically important and the fact that it passed with nothing more than peaceful protest is to be applauded.

The withdrawal deal reached with the European Union (EU) in October, ensured that for all intents and purposes the existing rules and regulations that apply to the UK through its membership of the EU will continue to apply until 31 December 2020. Negotiations with the EU will commence in March on the shape of our future relationship. The government expects that these will be completed without the need for further extension.

Should we be unable to reach agreement with the EU about the terms of our future trading relationship we would default to a position similar to the 'no deal' scenario we planned for in March and October 2019. Our planning would need to consider the same kinds of impacts, e.g. rising food prices and short supply of some medicines, and the reasonable worst case scenario that this might provoke civil disturbance. We will therefore continue to assess, and where necessary mitigate, this risk as part of our ongoing risk management approach.

The more immediate legacy of the UK leaving is a deep divide between the 'leave' and 'remain' camps. Whilst remain is no longer a possibility those who have backed this cause over the last three years show no signs of accepting the new status quo and the issue continues to be the cause of division across all demographic groups.

## Hate Crime

The most recent Devon and Cornwall Police Performance & Analysis Department report published in June 2019 recorded that Hate Crime in 2018/19 increased by 18% in the Plymouth Force Area. Across the whole force area an 11% increase was recorded.

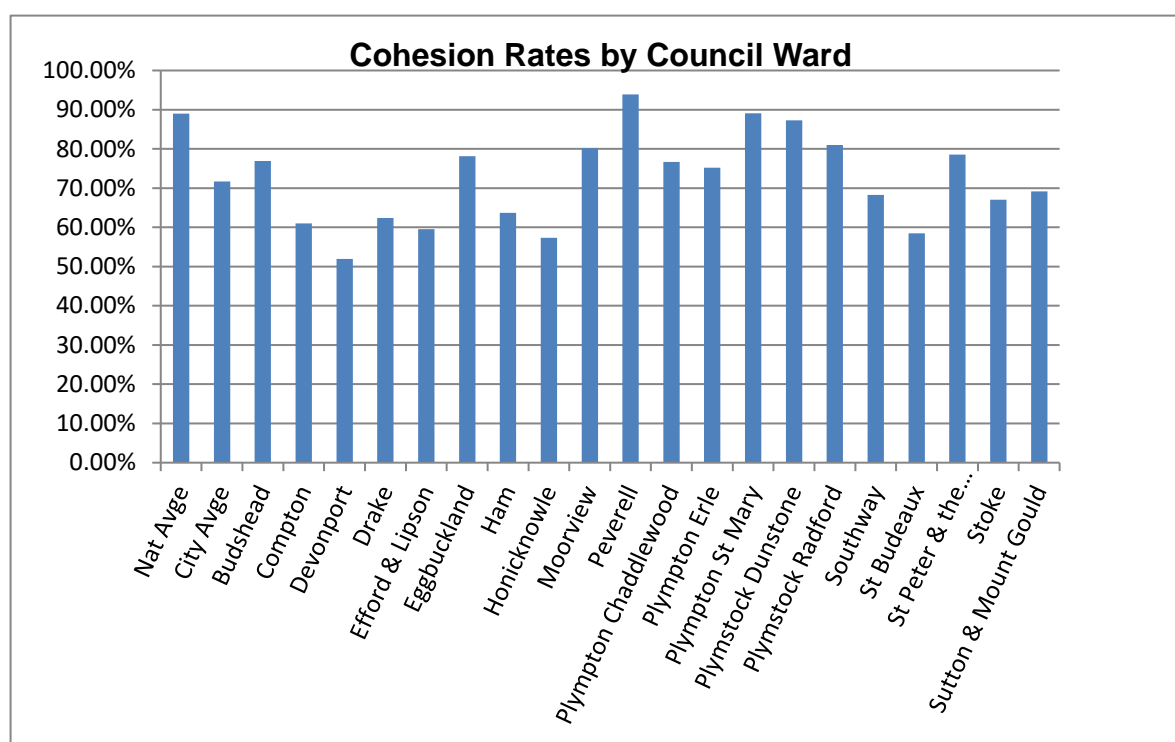
Victims of reported Hate Crimes most frequently fall within the 18 to 30 age group followed by 31 to 40 year olds. These two age groups alone account for 46% of all recorded Hate Crime within Devon and Cornwall. Analysed by the times of day when crimes are recorded the data shows that there are peak times when hate crimes are most likely to occur.

Hate Crime amongst the ages of 11 to 17 are more likely to be committed between the hours of 15:00 and 20:00. The data infers it is highly likely that this is related to the end of the school day. This has decreased from the totals we saw last year.

For reported Hate Crimes committed between the hours of 00:00 and 00:59 the age group most likely to experience Hate crime is between the ages of 18 and 30. The data infers it is highly likely that this is related to offences occurring in the evening and night time economy.

Hate Crime	2017/18	2018/19	% Change (Force wide)	Crime Difference
Disability	44	49	11% (2%)	+5
Faith/Religion	24	22	-8% (3%)	-2
Sexual Orientation	61	88	44% (7%)	+27
Race	309	340	10% (7%)	+31
Transgender	11	30	173% (83%)	19
<b>Total</b>	<b>449</b>	<b>529</b>	<b>15%<sup>i</sup> (11%)</b>	<b>80</b>

## Community Cohesion



Our Residents Survey (June 2018) included the standard community cohesion question established by the National, Audit Office, which has been used since 2003. At the Citywide level our headline cohesion rate is 17.3% below the most recent national figure (2017). At ward level there is significant variation but only 2 of 20 wards score above the national rate with some more than 30% lower.

BILCO expressed an interest in correlating cohesion rates with deprivation scores and the extent of diversity in the local area. Data is supplied for the 6 highest ranked wards on the basis of Index for Multiple Deprivation 2015 scores.

Electoral ward	IMD Rank	Direction of travel since 2010	Cohesion Score (2014)	Direction of travel since 2014	Diversity
St Peter & the Waterfront	1	↑	78.6% (86.4%)	↓	19.8%
Devonport	2	↓	52.0% (44.4%)	↑	8.35%
St Budeaux	3	↑	58.4% (76.2%)	↓	7.03%
Honicknowle	4	=	57.4% (57.0%)	=	3.9%
Ham	5	↓	63.7% (71.4%)	↓	3.4%
Efford & Lipson	6	↑	59.6% (76.4%)	↓	3.47%

There is a strong correlation between a high rank in the 2015 Index of Multiple Deprivation and a poor cohesion score. However this is not universal. St Peter's and the Waterfront has a relatively high score compared with geographically adjacent Devonport yet both have similar levels of deprivation.

There is some evidence to suggest that a high diversity score can mitigate the impacts of worsening deprivation on cohesion. In St Peters Ward which has the most ethnically diverse community the cohesion rate is above the Citywide average despite its being ranked as the most deprived ward in the City by IMD score. The less diverse wards of St Budeaux and Efford and Lipson, saw an increase in deprivation as measured by IMD rank and a significant fall in the cohesion rate between 2014 and 2018.

## Proportion of English Speaking Residents

In 2011 the Census recorded that 2578 households in the City had no one who spoke English as their main language. However many of these will have someone in the family who nevertheless speaks English well. The Census records that only around 1% of the community do not speak English well with a small component that do not speak English at all. Comparison with schools census data suggests there may be a slight undercount (Figures should be around 15% higher).

Since 2011 we estimate an additional 5-6,000 EU migrant workers have taken up residence in the City, there is anecdotal evidence that many will have limited English language skills, e.g. local food packing industries employing bi lingual supervisory staff. One particular impact that may relate to this is the relatively low take up of the EU settlement scheme locally. As of December 2019, 5690 of an estimated 10-13,000 EU migrants resident in our City had applied to the EUSS. This compares poorly with claimed national rates which are approaching 90% of those estimated to be eligible.

Other communities who would not have English as a first language are newly dispersed Asylum Seekers and Refugees arriving through our Resettlement Schemes and International Students. We have made provision within our commissioned Refugee Integration Service to ensure that they are able to access English as a second or other language (ESOL) provision. International students are required to evidence a reasonable command of English.

## Integrated Communities Green Paper

Building on the feedback they received on the Green Paper the Ministry for Housing, Communities and Local Government (MHCLG) published an Integrated Communities Action Plan in February 2019. The plan aimed to drive forward work across Government to create socially and economically stronger, more confident and integrated communities over the lifetime of the last parliament. Given its premature ending and the significant redeployment of Whitehall resources required to deliver Brexit priorities, it is unclear how much progress has been made. As yet no new commitment has been given by the incoming administration.

## Plymouth City Survey

Fieldwork for the City Survey 2020 is complete and we are currently analysing the data generated. The Survey included the standard cohesion question which we will use to generate cohesion rates. The methodological issues around this question have been the subject of frequent debate, especially the interpretation recipients put on 'people from different backgrounds'.

The current wording does introduce a level of subjective judgement on the part of the respondent, e.g. what constitutes a different background. The advantage to us of maintaining the wording is that we are then able to use national and subnational comparative data to benchmark and set targets from improvement.

It is worth noting that Dame Louise Casey's seminal report on Integration recommended that the Government should introduce a suite of indicators. The Integration Action Plan included an MHCLG commitment to publish a technical paper outlining the basket of indicators they intend to use to monitor integration going forward. Due in March 2019 this has yet to be published.

## The impact of Social Housing on Community Cohesion

It is our duty to ensure that Housing is provided on the basis of need. Communities may be driven by a desire to preserve the character of their neighbourhood, either by seeking to influence allocation policy, or by simply making life uncomfortable for new residents who they feel don't fit in. Research undertaken by the Joseph Rowntree Foundation identified that deprivation and disadvantage played a pivotal role in neighbourhood relationships:

- Racial tensions were often driven by struggles for resources such as employment and housing.
- Respondents talked about the 'unfairness' of resource allocation.

We are not able to disaggregate our cohesion data by housing tenure so we do not have any way to isolate the cohesion rate amongst social housing tenants.

### Bringing communities together

Members were interested to know more about the resources and facilities that we were deploying to bring communities together. The Joseph Rowntree Trust research identified sports, music and employment as key activities that enabled interactions across communities, while barriers to cohesion included language issues, perceptions of cultural difference and stereotyping, unemployment, fear of crime and racial harassment.

Through our Plymouth Integrate 2 project we are bringing together a partnership that includes Plymouth Octopus Project, Transforming Plymouth Together, Plymouth Argyle Community Trust and our Refugee and Asylum Forum to deliver a programme of engagement activities in our four least cohesive wards. The target is to engage 10,000 people in meaningful interactions with people from different backgrounds, primarily new migrants. Alongside this we aim to deliver a program to help people who have been out of the labour market for an extended period to re-engage.

Each of these partners brings strengths and assets, we hope to develop this core group as we move towards the main delivery stage in the summer to engage with local community anchor organisations and build on what is already being delivered in target wards.

### Welcoming City

A focus on our most challenged wards needs to be delivered in the context of a broader citywide strategy. Safer Plymouth have a report updating them on our progress in delivering the work programme we agreed in 2017. There were six elements: -

1. Welcoming City Narrative: - this was envisaged as key messages that would be featured in narratives about the city that focus on positive promotion of our shared values.
2. Community Cohesion: - We submitted a bid to the Controlling Migration Fund in September 2018 after the scheme was closed for 10 months for evaluation, we were finally notified of an award on £500k in July 2019.
3. Resident Survey: - the Plymouth City Survey was distributed to 8,000 households in partnership with Marketing Means. We anticipate following this up in 2020 with field work being undertaken in January.
4. Schools Empathy Pilot: - Hope in the Heart was chosen as the preferred provider and started the pilot programme in late 2017. The programme was completed to schedule and a final evaluation was produced. Funding was requested through the Controlling Migration Fund to roll this out to schools in areas with poor cohesion scores but MHCLG indicated they would not fund this work. We are funding a limited intervention through our welcoming city funding this year.
5. Discrimination and Hate Crime: - Funding was provided to increase the capacity of the City's 21 safe reporting centres - an increase in reporting across the City has been recorded in every year.
6. Self-Assessment Toolkit: - A toolkit informed by the self - assessment process was been produced and presented to Safer Plymouth, it would be useful to understand whether it has informed any change in practice on the part of Safer Plymouth member organisations.

To summarise outputs, 4 of the 6 work strands have been delivered in the form they were originally envisaged. The expected outcomes were not articulated but a clear response to the identified drivers can be discerned.

- **The Plymouth Plan** – progress was made in delivering strong and inclusive communities. All four of the wards we targeted improved their cohesion scores between 2014 and 2018, this was against a backdrop of an overall decline in the Citywide score.

- **Safer Plymouth** - Plymouth continues to monitor levels of community cohesion and there is clearly work still to be done around being proud to be a welcoming city.
- **Plymouth Fairness Commission (2014)**: Leadership was evident on tackling discrimination in all its forms in the city, and an age appropriate school based programme was delivered as a pilot.

Despite this progress the most recent data we have show's that the gap between the Citywide cohesion rates (71%) and the national benchmark (89%) continues to grow.

The City Council remains committed to delivering a Welcoming City agenda. We believe this needs to be recast as one which: -

- Fits with strand three of the Equality Act – promoting good relations between people from different backgrounds
- Link across to tackling Hate Crime – recording is important but it isn't actually addressing underlying causes and without satisfaction measures doesn't evidence that we are tackling the issue.
- Takes Equality and Diversity out to everyone by promoting an equality link in wider policy and strategic work, e.g.: - City of Sanctuary, Brexit, inclusive growth, Mayflower 2020 and Destination Plymouth.

### Equality Objectives

As a first step to delivering against these aspirations we are currently consulting on refreshed Equality Objectives. We have a statutory duty to set one or more Equality Objectives every 4 years.

We propose to set an overarching objective supported by three specific objectives chosen to correspond to the three elements of the General Equality Duty.

Celebrate diversity and ensure that Plymouth is a welcoming city.

- Pay equality for women and staff with disabilities in our workforce.
- Victims feeling supported and confident to report hate crime and to receive justice.
- Ensure that Plymouth is a city where people from different backgrounds get along well.

As part of setting our equality objectives we will be going out to consult with our key stakeholders both internally and externally in February and early March. Partners and the wider community are invited to provide feedback on our draft equality objectives until 4 March via our online consultation portal: [https://plymouthconsult.objective.co.uk/portal/cs/equality/eq\\_obj\\_2020](https://plymouthconsult.objective.co.uk/portal/cs/equality/eq_obj_2020)

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<sup>i</sup> Differs from the headline figure quoted by D&C Police, this may be because force wide data included Gender as a separate category, however no breakdown by force area is given for this data so it is not included in the table.