

## PLYMOUTH CITY COUNCIL

**Subject:** Community Cohesion  
**Committee:** Brexit, Infrastructure and Legislative Change Overview  
and Scrutiny Panel  
**Date:** 9 January 2019  
**Cabinet Member:** Councillor Penberthy (Cabinet Member for Housing and Co-operative Development)  
**CMT Member:** Giles Perritt (Assistant Chief Executive)  
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**Ref:** BILCO/003/18  
**Key Decision:** No  
**Part:** I

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### **Purpose of the report:**

The report provides an overview of community cohesion in the city and related issues arising from the decision of the UK to leave the EU.

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### **Corporate Plan**

The Brexit, Infrastructure and Legislative Change Scrutiny Panel will hear what the current community cohesion issues are in the city and how we could respond to address them. This links to our values of being democratic and cooperative. The recommendations made by the panel will inform the development of our Caring City priorities particularly “people feel safe in Plymouth” and “a welcoming city.”

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### **Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land**

None arising directly from the recommendation of this report.

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

The report addresses community safety issues arising from the decision of the UK to leave the EU.

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### **Equality and Diversity**

Has an Equality Impact Assessment been undertaken? No – the context of this report will inform EIA approaches depending on Brexit related decisions in the coming months.

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**Recommendations and Reasons for recommended action:**

Members of the panel are asked to note the report.

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**Alternative options considered and rejected:**

There are no specific recommendations for which alternatives are required.

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**Published work / information:**

Census 2011  
City Survey 2014  
All NINO data sourced from DWP stat explore

**Background papers:**

| Title | Part I | Part II | Exemption Paragraph Number |   |   |   |   |   |   |
|-------|--------|---------|----------------------------|---|---|---|---|---|---|
|       |        |         | 1                          | 2 | 3 | 4 | 5 | 6 | 7 |
|       |        |         |                            |   |   |   |   |   |   |
|       |        |         |                            |   |   |   |   |   |   |

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**Sign off: Not required as no decision is being taken.**

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|--|--|-----|--|------------|--|----|--|--------|--|----|--|---------------|--|
| Fin  |  | Leg |  | Mon<br>Off |  | HR |  | Assets |  | IT |  | Strat<br>Proc |  |
| Originating SMT Member N/A                                       |  |     |  |            |  |    |  |        |  |    |  |               |  |
| Has the Cabinet Member(s) agreed the contents of the report? Yes |  |     |  |            |  |    |  |        |  |    |  |               |  |

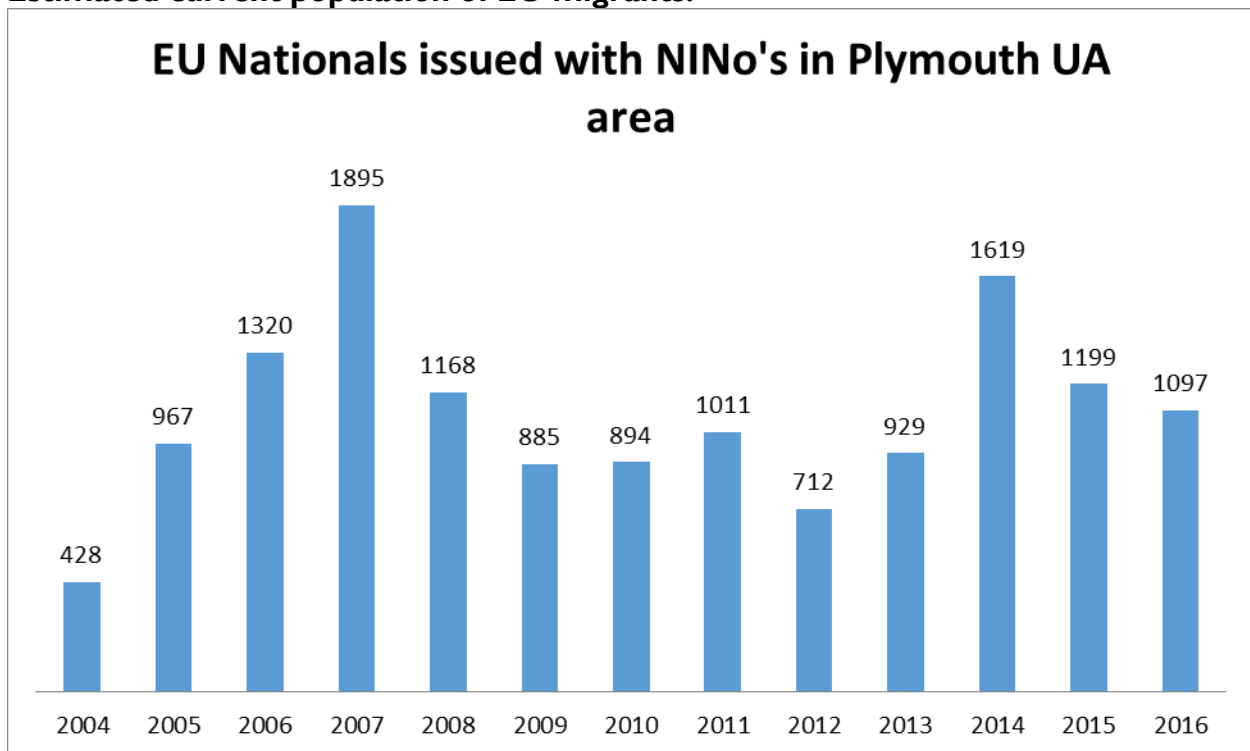
## 1. INTRODUCTION

1.1 Following the local elections in May 2018 the new administration has established a Brexit, Infrastructure and Legislative Change Scrutiny Committee. At its first meeting the panel received a report setting out the broad implications of Brexit for the City. The report noted that there could be a negative effect on community cohesion as the Brexit negotiations progress and especially when an eventual outcome is completed. This reports sets out the community cohesion landscape now and what could be done to mitigate any negative effects that may happen as a result of Brexit.

## 2. OUR CURRENT POPULATION

- 2.1 In common with most urban areas Plymouth has seen a significant influx of migrant workers and their families from the EU. Between January 2004 when free movement restrictions on the A8 accession countries (Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia) were lifted and December 2016 a total of 14,119<sup>i</sup> National Insurance Numbers (NINOs) have been issued to EU nationals who were resident in Plymouth at the time. Of these 7963 were men and 6159 were women, 76% were aged between 25 and 44.
- 2.2 The increase was primarily the result of EU enlargement. Only 20% came from countries which were EU member states in 2001. The majority came to the UK from the A8 accession countries (74%), there were also a small number of Romanians who would have been sponsored (6%).

### Estimated current population of EU migrants.



- 2.3 Between 2001 and 2011 cross referencing Census and NINO data suggests that just under half of EU migrant workers issued with NINOs elected to stay in the City. Assuming a similar proportion and their dependents opted to stay after 2011 we estimate around 11,300 EU nationals were resident in the City in December 2016.

| Demographic                | Population |
|----------------------------|------------|
| Total migrants from the EU | 11,300     |
| Men                        | 5,100      |
| Women                      | 3,600      |
| Children                   | 2,260      |

2.4 Analysis by Parliamentary Ward shows that the majority (88%) of EU migrants coming into Plymouth in 2014 were resident in Plymouth, Sutton and Devonport when they applied. Recent data is not available at smaller geographies.

### 3. COMMUNITY COHESION/ PLYMOUTH CITY SURVEY

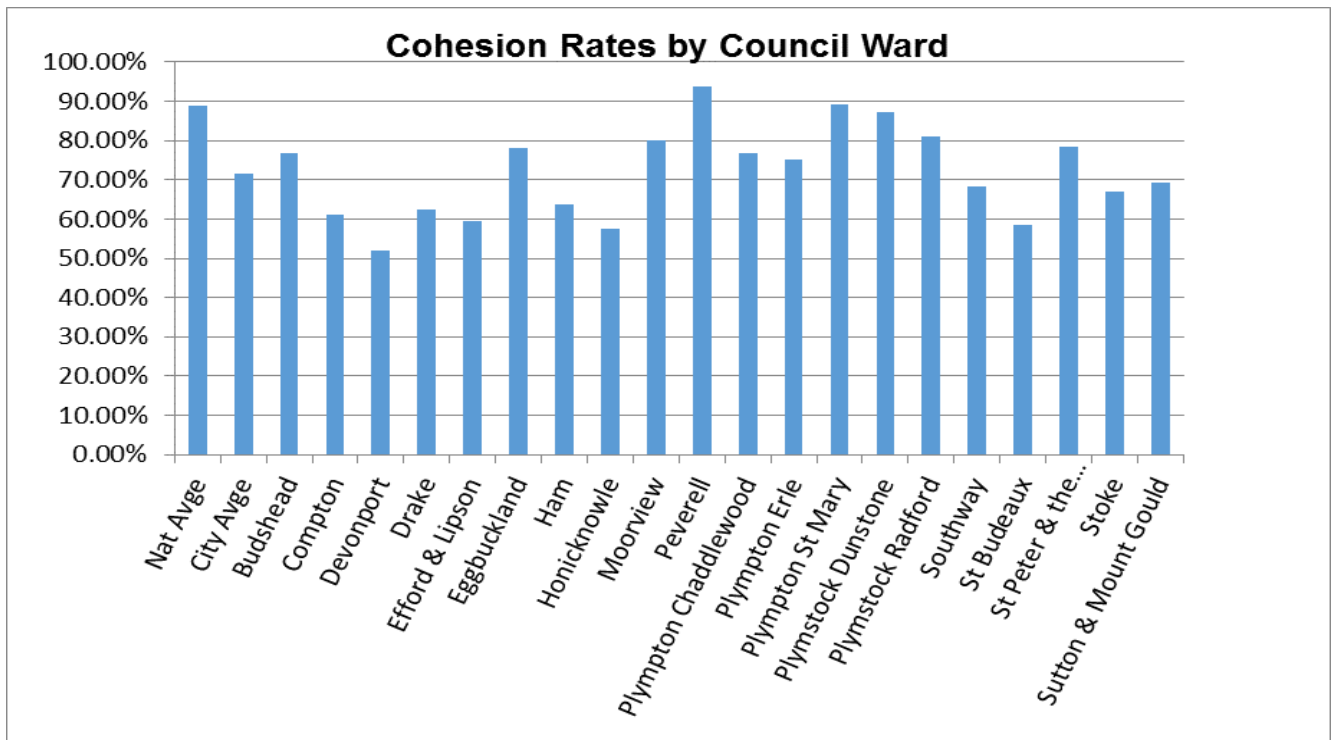
3.1 The Plymouth City Survey was distributed to 8,000 households in partnership with Marketing Means with 2,296 valid surveys returned, giving a response rate of 28 per cent. Within the survey was a specific question “My local area is a place where people from different backgrounds get on well together”. This question was included in the survey as a specific measure of community cohesion.

3.2 At the Citywide level our headline cohesion rate is 17.3% below the most recently recorded national figure. At ward level only 2 of 20 wards score above the national rate.

|                 | 2012  | 2014  | 2018  | City Gap | Nat Gap |
|-----------------|-------|-------|-------|----------|---------|
| <b>England</b>  | 86%   | 86%   | 89%   | N/A      | N/A     |
| <b>Plymouth</b> | 82.1% | 76.2% | 71.7% | N/A      | -17.3%  |

3.3 The survey also told us:

- Efford and Lipson, St Budeaux, Honicknowle and Devonport, have the lowest measures of community cohesion in the city.
- City wide, there are large variations by age. Younger people aged 16-34 years and those aged 45-64 are less likely to agree that people from different backgrounds get on well together.
- There is also a notable drop in the cohesion scores for visible minorities. Historically, these groups have produced very high scores, but in 2018 they are some of the lowest – however, these findings are based on a very small number of responses and therefore the confidence in this data is low.
- There is also a strong correlation between a high rank in the 2015 Index of Multiple Deprivation (IMD) and a low cohesion score. However, this is not universal - St Peter and the Waterfront has a relatively high score despite being one of the most deprived wards in the city.
- It has been previously noted that the presence of significant diversity in the community acts to mitigate against low cohesion scores. St Peter and the Waterfront is the most ethnically diverse ward in the city and although this pattern seems to hold for most wards, cohesion rates dropped by 16 per cent on 2014 figures in Drake which is the second most diverse ward.



#### 4. HATE CRIME

4.1 In 2017, there were a total of 443 hate crimes and incidents reported in Plymouth, which is a small decrease on the figures reported in 2016. There are a number of reasons for this but the main difference was the structural change within Plymouth City Council and the development of the new Community Connections service. However, there has been some significant partnership work this year to ensure that people are able to report hate crime easily and quickly. This includes the development of 21 community based third party reporting centres in partnership between Devon and Cornwall Police and Plymouth City Council

#### 5. STRATEGIC CONTEXT

- 5.1 Given the City Survey results, the key issues that need to be addressed include;
- There is a real need to promote community cohesion in our 'left behind white communities'.
  - The best way to overcome prejudice is to encourage social mixing. Sports, arts and cultural events are ideal because language is much less of a barrier.
  - We would need to engage a sufficient proportion of the local population to create a large pool of the 'convinced' to influence the local narrative of place.

Citywide activities that could result in improved community cohesion both now and post Brexit include:

#### **Deliver employability programme in target wards with high level of skills deprivation**

Views expressed by members of the wider community include resentment of the ability of migrant workers to secure employment and a feeling that their willingness to work for low wages has depressed wages in the wider economy. Recent evidence to our Brexit Scrutiny committee included an anecdotal reference to a recent Bus Strike. The 'Brits' it was claimed, phoned in to say they could not get to work because the buses weren't running, the Poles walked. Manufacturing provides 1 in every 8 jobs in our city, some of our factories have a workforce that is 35% EU migrant labour. They are currently unable to recruit sufficient personnel.

Similar shortages are anticipated post Brexit in construction, hospitality and the care sector. Enhancing the work readiness of the young and long term unemployed or economically inactive will be vital to meet future demand for labour.

### **Deliver programme of ward level community events**

Our migrant communities are well integrated and do not feel isolated, but they are not living in our 'left behind' communities. We do not want communities in our city to be living separate lives, but if we don't intervene this is the direction of travel. The Integrated Communities Green Paper recognises that it is often in our most economically disadvantaged communities that we see division, isolation and a sense of being left behind. In involving local communities in decisions about social and economic regeneration, we should look to unite communities behind their common interest in making their areas more prosperous, better places to live and providing more opportunities for the future. The Green Paper proposes measures to ensure that people, particularly those living in residentially segregated communities, have opportunities to come together with people from different backgrounds and play a part in civic life.

## **6. POTENTIAL POST BREXIT COHESION IMPACTS**

- 6.1 Plymouth is not considered at high risk of Brexit related civil disturbances in terms of national resilience planning. The focus of this planning is on a no deal situation. Plymouth voted by a substantial majority to leave the European Union.
- 6.2 This was especially the case in the North of the City with Budshead, Ham, Honicknowle, Moorview, Southway and St Budeaux wards all recording leave vote percentages between 5% and 10% higher than the city average. Whilst Ham, Honicknowle and St Budeaux all have relatively low cohesion scores, Budshead and Moorview score significantly higher.
- 6.3 Given this pattern it is possible that a worsening of community cohesion could occur if the outcome is that the referendum is set aside in favour of a new referendum or a deal is agreed that falls short of community expectations of distance from the EU.
- 6.4 It is possible that certain industries might protest in specific situations, e.g. Fishermen and / or Farmers could protest at ports if the deal, or no deal, is not favourable to their specific expectations.
- 6.5 A shortage of food or medical supplies could be an issue. Careful messaging is needed to avoid creating panic when there is no shortage. We have seen recently how perception of shortage can rapidly empty supermarket shelves.
- 6.6 There are sections of the community that will be particularly vulnerable to economic shocks following a no deal Brexit. In particular low income families who already rely on a food bank, and those who are on the edge of poverty but who have so far managed to cope could be pushed into dependency by a sharp rise in food prices.
- 6.7 Whilst there is some evidence nationally of non-EU migration filling gaps which would formerly have been filled by EU migrants, there is insufficient evidence to establish this as a trend. A higher level of visible diversity tends to mitigate against poor cohesion, with the possible exception of minority faiths, in particular Islamophobic responses to an increase in the size of the Muslim community.

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<sup>ii</sup> All NINO data sourced from DWP stat explore, NINOs issued by country of origin and Local Authority Area.