

**Equalities Task Group**



**A Strategic Review:**

**Impact of Inward Migration from the EU  
Accession States in North Yorkshire**

*Version: 31<sup>st</sup> July 2008*

## **Executive Summary and request for comments**

### **Introduction**

- 1 The North Yorkshire Strategic Partnership (NYSP) Equalities Task Group is seeking comments on work to develop a shared strategic approach towards addressing the challenges from inward migration and community cohesion.
- 2 The “Strategic Review of the impact of Inward Migration from the EU Accession States in North Yorkshire” has been developed by representatives drawn from a wide range of public and voluntary sector organisations, together with representatives of relevant employers and migrant workers from Poland.
- 3 Alongside this, partners have been working together to develop a countywide “Welcome Pack”, available in 20 languages and aimed at all newcomers to North Yorkshire, which will be launched shortly.

### **Inward migration**

- 4 The expansion of the European Union on 1 May 2004 to include eight Eastern European and Baltic States (A8), followed by Bulgaria and Romania (A2) on 1 January 2007, significantly increased the number of people having the legitimate right to live and work in the UK.
- 5 Since 2004 increasing numbers of EU migrant workers have arrived in the County. The scale of arrival has been unprecedented and although the economic benefits are real there is a growing impact on our services, housing availability and the potential for impact on the employment of low skilled white indigenous and more long standing BME people.
- 6 The exact number of migrant workers is not known. The main source of information is the Worker Registration Scheme (WRS). However the WRS has a number of weaknesses, most significantly the system does not record those who declare themselves to be self-employed and there is no process for de-registration. The UK Borders Agency estimate that there may be up to twice the number registered under the scheme actually working in the UK (the rest being self employed or in breach of regulations).
- 7 Worker Registrations for North Yorkshire are currently running at around 500 per quarter. Migrant workers are distributed countywide, with the largest number to be found in Selby and Harrogate Districts. The greater number of migrant workers are:
  - Aged 18 - 24 (46.19%), with 83% aged below 35;

- From Poland (63%) and Latvia (11%), Slovakia (11%), Lithuania (10%); and
  - Employed in hospitality and catering (26%), agriculture (16%), factory production lines (14%) and social care (12%).
- 8 Migrant workers from Poland participating in the Action Learning Sets report that numbers of new arrivals are now falling and those returning to their home countries or other EU countries are increasing. The main driver appears to be falling levels of unemployment, in particular in the Polish construction sector. The opening up of other labour markets is having an impact, including in Italy where the climate is seen to be an attraction.

## Key issues

- 9 Drawing on the available evidence base on inward migration and community cohesion in North Yorkshire and to an extent how this relates to national developments, the Action Learning Sets undertook a rapid appraisal of the issues. This identified significant impact on a number of key areas:
- Community safety
  - Education and training
  - Employment
  - Housing and accommodation
  - Health
  - Access to information and advice
  - Community cohesion
- 10 North Yorkshire Police report that crime rates for migrant workers are very low. However, there are problems associated with migrant workers sometimes not understanding the law in the UK with regard to the Highway Code, driving documentation, vehicle tax and insurance, or carrying weapons. There have also been issues in some communities about alcohol consumption by young migrants and associated anti-social behaviour, sometimes involving confrontations between young migrants and local residents.
- 11 The numbers of migrant children in North Yorkshire schools requiring English as an Additional Language (EAL) has grown rapidly, as have the number of involved schools. Schools are reporting that migrant children have a very positive effect, helping to raise standards of performance and attitudes to learning. Many adult migrants work long hours, making access to courses difficult for them. Funding for adult English language courses is limited and charges have to be made, and this creates a barrier. Working with employers to provide work placed training is helping in both regards but some employers have failed to honour learning

- agreements for their workers. Lack of technical English is a major barrier to access to employment at higher levels. Some migrant workers are only here for a short duration making it impractical for them to complete courses.
- 12 Many employers are pleased to be able to recruit migrant workers, as the A8 workers have a reputation for hard work and flexibility. In rural areas it is often the case that there are labour shortages, low wages and an aging population - in this context migrant workers can be seen as a valuable asset. Research has shown that migrant workers can expect to be less well paid than any other group. In some workplaces (especially those that illegally employ migrant workers) health and safety can be a major concern. Migrant workers tend to work longer hours compared to UK born residents (46 as against 42 hours per week). Employment opportunities which might benefit both skilled migrant workers and local employers are often overlooked, with skilled workers taking on unskilled work. Employment problems are being created by “short-termism’ where migrants are only staying for a short time before returning home or moving to better paid jobs elsewhere in Europe. This could result in labour market shortages for employers who are reliant on migrant workers, who then have little option but to downsize.
  - 13 Only a small proportion of social housing is allocated to foreign nationals. Around 90% of people who arrived in the UK in the last two years are in the private rented sector, particularly at the ‘bottom end’ of the market. For some migrant workers, especially those in the UK temporarily, a key motivation may be to minimise their housing costs, even at the cost of accepting very poor conditions, given that they are often already on very low pay levels or sending money home. Three main themes will be explored by housing authorities as part of the North Yorkshire Migrant Worker Accommodation needs research project (due to be completed autumn 2008): information and data, access to housing, and specific impacts on the private rented sector.
  - 14 Data on the health issues of migrant workers in North Yorkshire is limited; however there is a growing bank of research from elsewhere in the UK suggesting some common themes. Stress and suicide rates, a proxy for mental health status, are high in men in several A8 countries, though this may be attributed to their socio-economic circumstances in their own country. Up to 50% of the migrant worker population may not be registered with a GP and access healthcare through Accident and Emergency Units. Interpretation services are a key issue in accessing services with migrant workers having concerns about confidentiality and their ability to relate their illness and understand the diagnosis without interpretation. Smoking prevalence is particularly high in Eastern Europe, reaching 70% among 35-49 year old men. Lack of physical inactivity may

be related to long working hours and lack of awareness of leisure opportunities.

- 15 All Citizens Advice Bureaux (CAB) in North Yorkshire report that they are receiving increasing numbers of enquiries from A8 and A2 migrant workers. For example, combined data from Harrogate CAB and Ripon CAB shows some 850 migrant workers seeking advice in the last year people, around 12% of their total clients. Most migrant workers are seeking advice on employment issues (eg non-payment of wages and holiday pay), housing and tax credits and other benefits; and many of the enquiries cover more than one advice area. The advice is always complex because of the need to check immigration status and the impact of this on people's rights and responsibilities relating to the specific enquiry. A significant proportion need help with interpretation.
- 16 National research suggests that the relationship between diversity and community cohesion is complex. Having a community with a broad range of ethnic groups has been found to be broadly beneficial - but where communities are receiving increasing levels of inward-migrants born outside of the UK, this has been found to be a negative factor in terms of community cohesion. A North Yorkshire Impact Assessment was carried out in April 2007 (at the request of GOYH). A further impact assessment is planned, which will provide information on trends.

### **The impact of further changes in migration**

- 17 Given that the economic incentives to remain in the UK are likely to decline, only those migrants whose ties to the UK extend beyond the purely financial are most likely to stay in the long term. As a result, it is likely that the socio-economic profile of A8 and A2 nationals who do remain in the UK will start to resemble the UK-born pattern (for example, average wages will start to rise and over-representation in sectors such as agriculture will reduce).
- 18 If the number of new migrants reduces and the migrants who do stay behind tend to be the better qualified and more aspirational, employers in North Yorkshire may not be able to continue to rely on a ready supply of young, skilled workers willing to work for low wages. Resulting labour shortages could have a negative impact on the economy of North Yorkshire.

### **Consultation**

- 19 The NYSP Equalities Task Group is seeking comments on the information and issues identified in the Strategic Review. All comments received will

be used to develop priorities and action plans leading to a revised document by the end of 2008.

- 20 The consultation plan includes:
- Inviting comments from all Local Strategic Partnerships (LSPs) and NYSP partners and inviting comments
  - A series of local consultation meetings involving representatives from migrant communities and organisations and groups that work with them
- 22 Comments should be sent by Friday 31 October 2008 to Dawn Molyneux, Children and Young People's Service, North Yorkshire County Council, County Hall, Northallerton, DL7 8AD, email [dawn.molyneux@northyorks.gov.uk](mailto:dawn.molyneux@northyorks.gov.uk) telephone: 01609 532436.
- 21 All comments are welcomed, but in particular we would welcome responses to the following questions:
- 1 To what extent do you think the analysis presented in the Strategic Review portrays an accurate picture of the issues? Is there anything missing from this picture? If yes, please specify.*
  - 2 Is there any other information, issues or views that ought to be taken into account in the Strategic Review? If yes, please specify.*
  - 3 What is your organisation doing (or could do) that would contribute to addressing the issues identified in the Strategic Review?*
  - 4 What are the three top priorities that you feel should be in the action plan? Please be as specific as you can.*
- 22 Further information about the Strategic Review and consultation is available from:
- Kay Ritchie [kay.ritchie@northyorks.gov.uk](mailto:kay.ritchie@northyorks.gov.uk) 01609 536947
  - David Walker [david.walker@northyorks.gov.uk](mailto:david.walker@northyorks.gov.uk) 01609 532667
  - Neil Irving [neil.irving@northyorks.gov.uk](mailto:neil.irving@northyorks.gov.uk) 01609 533489

# **NYSP Equalities Task Group**



## **Strategic Review of the impact of Inward Migration from the EU Accession States in North Yorkshire**

- 1. Developing a strategic approach**
- 2. The partnership arrangements**
- 3. The Background**
- 4. Demographic overview**
- 5. Impact on services and communities**
- 6. Priorities for action**
- 7. Next steps**

### **Annexe materials**

- A: Membership of the Action Learning Sets**
- B: Timetable for the work (all work-streams)**
- C: Analysis of Migration Trends and Drivers**
- D: Charts and maps for migrant workers (based on WRS and NINO)**

# Developing a strategic approach

## 1.1 Developing a strategy for inward migration and community cohesion

A working group from the North Yorkshire Strategic Partnership Equalities Task Group was tasked to:

- develop a shared strategic approach towards addressing the challenges on inward migration and community cohesion;
- produce an outline strategy for community cohesion linked to inward migration;
- engage and involve key stakeholders in agreeing where the priorities lie and how best to respond to them.

In setting out to take a strategic approach to the task they used a framework for an approach to strategy that included three main elements:

- 1. Strategic Analysis (Diagnosis)** – through a review of available evidence, agree the current strategic position
- 2. Strategic Choice (Direction)** – in the light of this analysis, identify the strategic priorities
- 3. Strategy Implementation (Development)** – identify the actions needed to develop the capacity to address these priorities

*(Johnson, Scholes and Whittington, "Exploring Corporate Strategy". 5<sup>th</sup> Edition 1999)*

## 1.2 Diagnosing the available evidence

Drawing on the available evidence base on inward migration and community cohesion in North Yorkshire and to an extent how this relates to national developments, the group undertook a rapid appraisal of the issues. This identified significant impact on a number of key service areas:

- Community safety
- Education and training
- Employment
- Housing and accommodation
- Health

Exploration of these identified a number of potential pressure points for communities and for migrant access to services. The group explored some of the possible solutions that would help to overcome these difficulties, from these two key themes were identified:

- Migrant access to relevant information
- Engaging migrant and other communities about community cohesion issues.

### **1.3 Identifying possible strategic priorities**

This analysis generated a list of key concerns and more immediate issues associated with inward migration and community cohesion that potentially needed to be tackled. There were a number of common themes across the service areas or working with migrant communities that suggested the basis of a possible strategic framework across the North Yorkshire area.

The suggested strategic priorities emerging from this analysis are to:

- Develop effective, accurate and accessible intelligence on the experience with inward migration and its impact in North Yorkshire;
- Improve access to services for migrants into North Yorkshire as well as develop the capacity and resilience of services to cope with the pressures created by inward migration;
- Improve access to relevant information and appropriate support to migrant communities in North Yorkshire to overcome some of their potential difficulties living and working in North Yorkshire;
- Undertake effective action that helps to promote understanding, encourage harmonious relationships and better integration of all sections of communities across North Yorkshire.

### **1.4 Agreeing priorities and action plans to address the challenges**

The next step in developing and implementing a common strategic approach towards migration and community cohesion in North Yorkshire is to engage stakeholders in a dialogue about priorities and action plans to address these. This document is intended as a starter to the discussion. The expectation is that public services and other agencies, strategic and community partnerships business interests and third sector organisations, will contribute to this discussion and help to shape an agreed approach to tackling the challenges.

It is expected that the development of this approach will be an iterative dialogue with various stakeholders to help to produce an agreed and inclusive approach.

It is planned that the working group will lead a process of consultation in coming months to achieve the following outcomes:

- A more complete analysis of the main issues and challenges that need to be addressed in respect of inward migration and community cohesion;

- Agreement about clear priorities for tackling the main challenges associated with inward migration and community cohesion;
- Examples of actions already being undertaken to help to address pressure points on services and actions to promote community cohesion;
- An agreed process for how these priorities will be taken forward in districts and county-wide in North Yorkshire;
- Involvement of all the relevant stakeholders and agreed commitment to taking positive action in the future

Following the consultation process the group expects to revise and update its analysis and action plans to reflect the input from all parties. It is expected that they will report back to the Equalities Task Group of the (NYSP) by the last quarter of 2008.

## The partnership arrangements

2.1 The North Yorkshire Strategic Partnership Equalities Task Group, has established a Working Group tasked with completing a Strategic Review of the impact of Migrant Workers. The Working Group includes representatives of the Local Authorities (County and District), Police, Fire and Rescue, Housing Associations, Community and Voluntary Organisations and the Private Sector:

- Broadacres Housing
- Craven District Council
- European Horizon (Employment Agency)
- Harrogate Citizen's Advice Bureau
- North Yorkshire County Council Children & Young People's Service
- North Yorkshire County Council Adult and Community Learning Service
- North Yorkshire County Council Libraries Service
- North Yorkshire Fire & Rescue Service
- North Yorkshire Police
- Ryedale CVS
- Scarborough Building Society
- Scarborough Borough Council
- Scarborough Coast & Moors CVS
- South Craven Community Action
- Stokesley Community Care Association
- York and North Yorkshire Primary Health Care Trust

The work is being taken forward through a series of Action Learning Sets. These started in January and are due to be completed by September 2008<sup>1</sup>.

The driver for this piece of work is the recent arrival of large numbers of migrant workers to North Yorkshire. The framework will set out our current knowledge of this inward migration and its effects. This will include data on numbers, trends, country of origin, geographical distribution, economic contribution, impact on services and communities, and difficulties migrants are encountering in accessing services and integrating into local communities.

Our understanding currently is not complete and it is because of this that we have opted to develop a framework. This sets out what we do know and what we need to know in order to complete a strategy.

The Local Area Agreement contains several indicators which together provide a proxy for community cohesion<sup>2</sup>. The strategic review of migrant worker impact will be a key document in articulating the partnership approach to reducing any community tensions caused by this influx and in securing community cohesion

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<sup>1</sup> See Annexe A for membership of the NYSP Equalities Task Group and Action Learning Sets.

<sup>2</sup> In particular: NI1, 3, 4, 6, 13 and 56.

county-wide. The report will be consulted on widely and presented to the NYSP Executive for consideration in autumn 2008.

## **The background**

3.1 The total resident population of Black and Minority Ethnic (BME) groups is around 9000 (around 1.6% of the total population), with additional numbers commuting into the County each day. The term BME includes many ethnic groups and at Catterick Garrison for example, there are over 20 nationalities on the base. School records show that there are 56 ethnic groups of children on roll in North Yorkshire Schools.

Many of the ethnic groups are small in number. This creates a potential for problems, where service planning has traditionally been numbers led. We are now challenged by Equalities legislation to respond to the needs of our many small and widely spread populations. Few of the ethnic minorities we have, reach the kind of critical mass where understanding their needs and responding in a helpful way is straightforward. There is an ongoing challenge for our services to focus on needs not numbers.

Inward migration to North Yorkshire is not a new thing and BME have been making a significant contribution to the economy of the County from the 1950's onwards. In particular the Health Services, catering and service industries employ significant numbers of BME, many of whom are highly skilled. There is evidence to show that rural areas nationally are seeing more rapid growth in BME numbers than urban areas and in North Yorkshire are set to increase by 10% in many Districts through the period 2005-2035<sup>3</sup>.

Where BME are more visible (through higher numbers) there have been examples of community tensions developing. These have been responded to through local partnership working, for example the Skipton Community Cohesion Task Group and 3<sup>rd</sup> Party Reporting of Race Hate Crime in Scarborough. These were developed as local responses and very much as a reaction to community tensions, we now need to move onto the front foot in our planning.

The expansion of the European Union on 1<sup>st</sup> May 2004, to include eight Eastern European and Baltic States (A8), significantly increased the number of people having the legitimate right to live and work in the UK. Bulgaria and Romania (A2) followed on 1<sup>st</sup> January 2007. From 2004 increasing numbers of EU migrant workers arrived in the County. The scale of arrival has been unprecedented and although the economic benefits are real there is a growing impact on our services, housing availability and the potential for impact on the employment of low skilled white indigenous and more long standing BME people.

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<sup>3</sup> Population forecasts (2005-31), Dr Peter Boden for GOYH

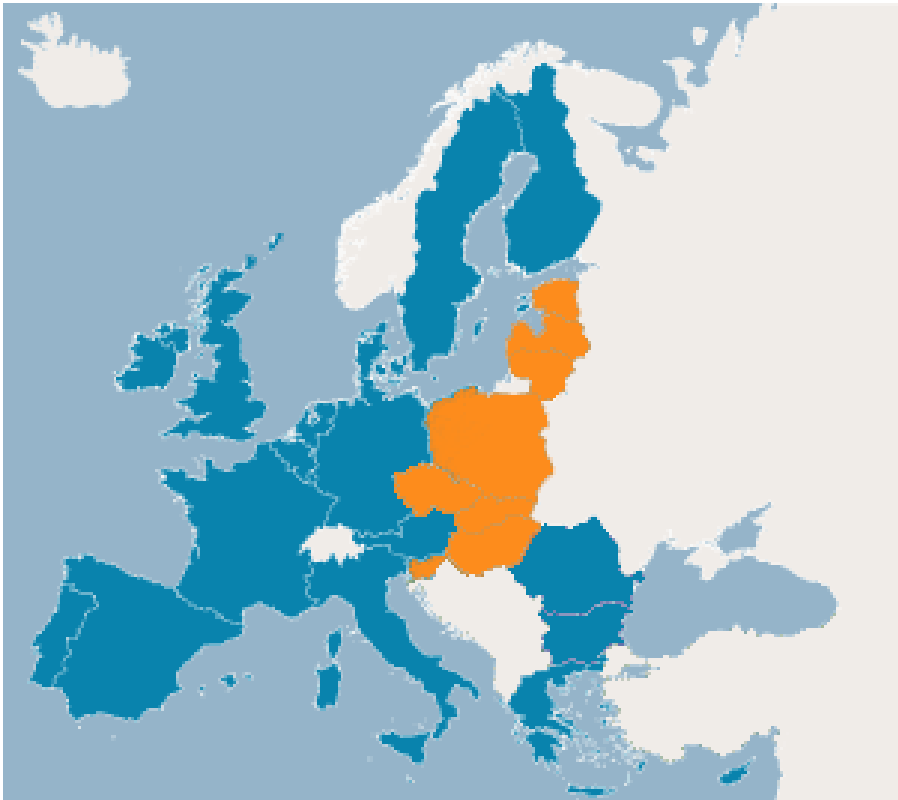
## Demographic overview

4.1 Many migrant workers are registered through the Worker Registration Scheme (WRS). The weaknesses of this system are well documented, most significantly the system does not record those who declare themselves to be self employed and there is no process for de-registration. The UK Borders Agency estimate that there may be up to twice the number registered under the scheme actually working in the UK (the rest being self employed or in breach of regulations).

Worker Registrations for North Yorkshire are currently running at around 500 per quarter. Figure 1 shows the numbers from each of the A8 states for the period May 2004 to March 2007. Appendix B provides further information at a District level.

Black and Minority Ethnic people make up around 1.6% of the population in North Yorkshire. EU expansion has resulted in large scale inward migration to the UK:

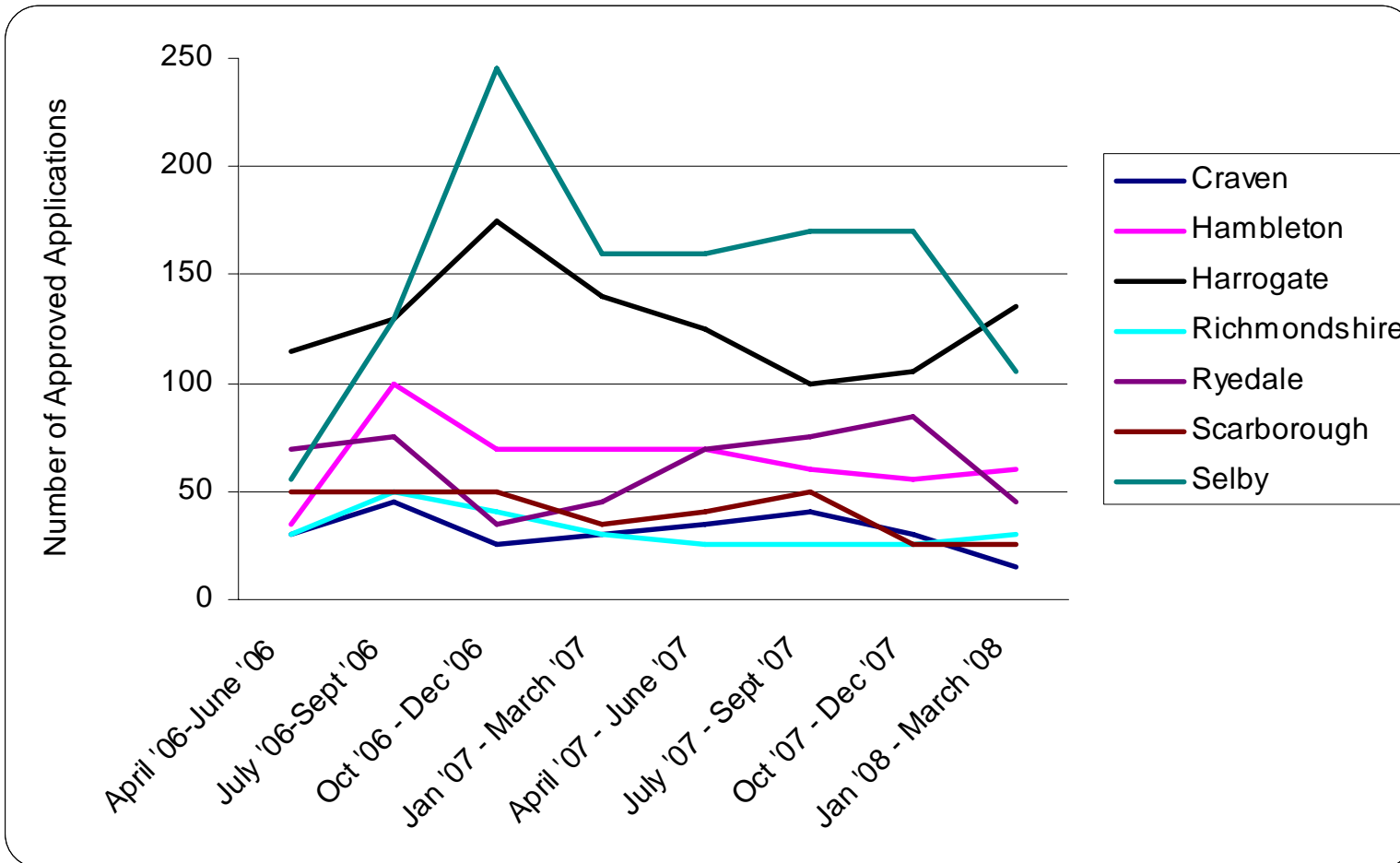
- 1st May 2004 - A10 (Eastern European & Baltic States, Cyprus and Malta)
- 1st January 2007 - A2 (Bulgaria and Romania)



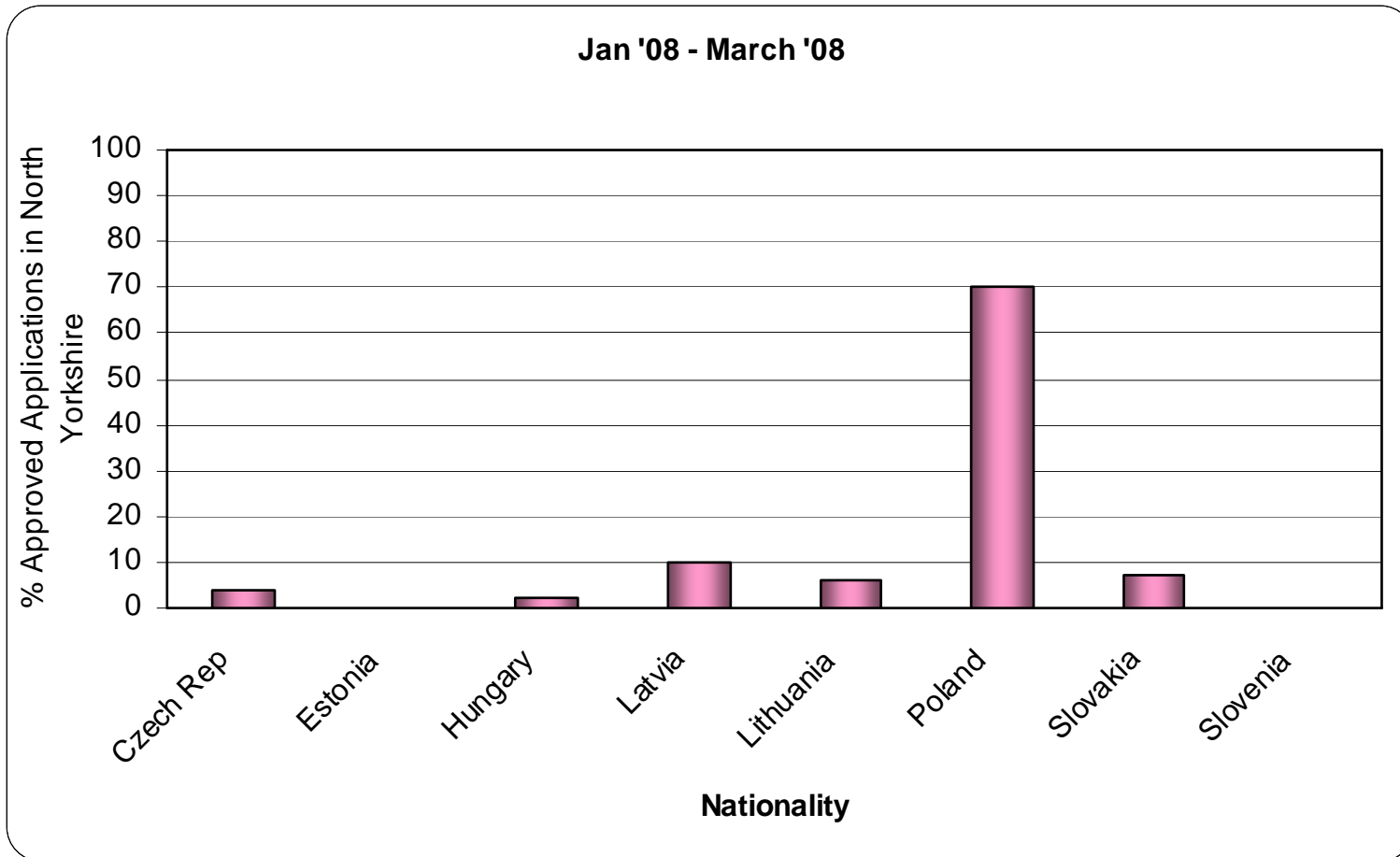
The A8 countries are:  
Czech Republic  
Estonia  
Hungary  
Latvia  
Lithuania  
Poland  
Slovakia  
Slovenia

Cyprus and Malta  
- not required to  
register under the  
Worker Registration  
Scheme

**Figure 1 Migrant Workers (by District)**



**Figure 2 Migrant Workers (Country of origin)**



The WRS data provides useful illumination on migrant employment patterns. The greater number of migrant workers are:

- aged 18-24 (46.19%) with 83% aged below 35;
- from Poland (63%) and Latvia (11%), Slovakia 11%, Lithuania 10%; and
- employed in hospitality and catering (26%), agriculture (16%), factory production lines (14%) and social care (12%).

Migrant Workers are distributed county-wide, with the largest number to be found in Harrogate and Selby Districts. Most are here for economic reasons and will return to their home countries when conditions improve. A very small number are applying for UK citizenship, though some are bringing families with them and are likely to remain for an extended period. In the past the majority of inward migrants have remained and although their integration has sometimes taken a generation or more, there has been an incentive for them to contribute to and become part of local communities. At its most basic this has included a respect for the Law and local civil conventions<sup>4</sup>.

### **Migration trends**

There is growing evidence Nationally that there is a seasonal trend in Migrant Worker Registrations into rural areas, with September being the peak. In these rural areas migrant workers often form a significant proportion of the total workforce (more so than in urban). The highest concentrations are found in those rural areas where manufacturing, distribution and agriculture are significant employers.

Our community cohesion volunteers are reporting that numbers of new arrivals are now falling and those returning to their home countries or other EU countries are increasing. The main driver appears to be falling levels of unemployment, in particular in the Polish construction sector. The opening up of other labour markets is having an impact, including to Italy where the climate is seen to be an attraction.

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<sup>4</sup> Beyond Naturalisation: "Citizenship policy in an age of super mobility", a research report for the Lord Goldsmith Citizenship Review by Jill Rutter, Maria Latorre and Dhananjayan Sriskandarajah, March 2008

## **Impact on services and communities**

### **5.1 Community Safety**

There are some difficulties in providing an analysis of crime and disorder in relation to perpetrator and victim's country of origin. Only the country of birth is recorded (not language spoken). Some people born abroad are of course UK citizens (for example the children of service personnel posted abroad).

Similarly, data on Fire and Rescue interventions tend not to include details of the origin of those involved. However, changes in the powers of the Fire and Rescue Service and the increasing emphasis on prevention have revealed a number of areas where changes to migration trends have increased community risk.

#### **Impact**

The impact of dealing with the increasing numbers of European Nationals who come into contact with North Yorkshire Police is very little in terms of crime and disorder and as such is not a significant cause for concern.

However, there are some of the inevitable problems associated with knowing and abiding by the laws of a different country when everything is in a foreign language e.g. breaches of road traffic law. In Selby where there is a large Polish community work is ongoing to tackle this problem by producing a booklet in 9 eastern European languages explaining some of the basic laws (currently awaiting funding approval).

There are still some problems for officers making themselves understood when first encountering an offender or victim who cannot speak English e.g. when stopping a motorist or attending a burglary scene. In these instances officers have the language line service to help them but find that process is not always easy to use and although it allows progress to be made through the process it is slow going.

The situation where officers need to take a victim statement is often slower still particularly when one of the lesser known languages is involved. This causes delays in the whole justice system and potentially causes evidence to be lost if the full circumstances of a crime are not known immediately.

The biggest impact is possibly when an officer needs to use an interpreter to interview a suspect in custody and there is a delay in getting the interpreter to attend. It is common to bail the offender for an arranged appointment, rather than have the time lost from the PACE Custody clock. This can cause further delays in the justice system and allow the suspect time to prepare a defence. In addition to the problems of needing an interpreter for interview, the OIC also has to arrange for the interpreter to be present for the first court hearing. The

process for arranging this can be quite difficult and time consuming, leading some officers to question whether it should be part of a front-line officers role.

### **Costs**

The cost of providing all Interpreters in North Yorkshire police for the period 2006/2007 was £132,436.

For the period 2007/08 the method of recording Interpreters requests has changed. Although the full period is not available, figures for the month of January 2008 show the following Interpreters were used for Eastern European nationals –

Lithuanian on one occasion (2.9%) at a cost of £528.99.

Polish on 11 occasions (32.4%) at a cost of £3,351.76.

Romanian on 3 occasions (8.8%) at a cost of £729.89.

Slovakian on 1 occasion (2.9%) at a cost of £228.42.

Data is held locally by the North Yorkshire Police SNT (Safer Neighbourhood Teams) who have responsibility for collating data on their local areas. The main tensions to date are:

- 1. Road safety** – There are concerns about the higher rate of road accidents involving migrants. Lack of familiarity with the driving conditions or the Highway Code in the UK leave them more at risk of dangerous driving or being involved in accidents. There may also be issues about the standards of driving proficiency required in their home countries. The challenge will be to improve awareness of the risks and road safety requirements amongst migrants.
- 2. Lack of driving documentation** – The problem for the police dealing with migrants driving motor vehicles in this country, is compounded by difficulties in them not understanding the need for vehicle tax and insurance. There is clearly a need to raise awareness and understanding of what is needed to drive legally in this country.
- 3. Carrying weapons and potential for violence** – migrants sometimes do not understand the law in the UK in respect of carrying weapons such as knives. Once again the issue is about awareness of the law and compliance with the law.
- 4. Alcohol abuse and anti-social behaviour** – There have been issues in some communities about alcohol consumption by young migrants and associated anti-social behaviour, sometimes involving confrontations between young migrants and local residents. This has the potential to undermine community cohesion. It will be crucial to establish the extent to which this is currently happening and what actions will be needed to address this .
- 5. Hate Crimes** – In some areas there have been incidents in which migrant workers may have been victims of race related crime as well as offenders of such crimes.

### **Service access issues – things that get in the way**

Things that are getting in the way of improving migrant worker access to services:

- Language barriers
- The transient nature of some migrant workers (bussed in daily from neighbouring forces, so no real interaction)
- Lack of agencies working specifically with migrant workers
- Differing cultural perceptions of the Police
- Understanding of English Law and criminal law customs
- Improving information about services – how do we get information to migrant workers?

### **Improving information about services – how information is provided to migrant workers**

1. Migrant workers attend Police stations to ask for details in relation to residency or when they are victims of crime.
2. Through local contacts: some officers in Selby have Polish language classes.
3. Posters and leaflets in the target languages.
4. Community events.

#### **Possible developments:**

5. The Welcome Pack will be helpful in getting information out to migrant workers.
6. Having a SNT officer liaising with participants from ESOL classes would be effective in starting two way dialogues.
7. Encouraging participation in the Independent Advisory Groups would also provide a two way benefit.
8. Recruitment of Volunteers and Specials from different migrant communities.

### **Building social capital – how we aim to integrate new arrivals into communities (geographic or of interest)**

1. Through community engagement with PCSO's and the IAG.
2. Emphasising recruitment opportunities and volunteering.
3. Multi agency community meetings targeting quality of life issues.

1. It is clear from a number of national studies and from anecdotal evidence locally, that the influx of migrants is not fuelling a crime wave. The major issues are about migrant worker lack of awareness and understanding of UK laws, in particular relating to driving regulations, road safety and carrying of weapons.
2. There is a major communication challenge, especially for front line police officers, in addressing these difficulties. The cost and practicality of access to interpreters are problematic. The Welcome pack, together with more support

## 5.2 Education NYCC Adult & Community Learning

### Patterns of learning and provision

Issues are often local, for example in Scarborough where the migration pattern is often seasonal and unpredictable. This gives rise to peaks in demand that can be difficult to meet. Migrant workers often have a poor knowledge of English (below Entry Level 3). This often prevents access or progression to other courses until addressed.

Many migrants work long hours, making access to courses difficult for them. Funding for ESOL is limited and charges have to be made, and this creates a barrier. Working with employers to provide work placed training is helping in both regards but some employers have failed to honour learning agreements for their workers.

A wide range of provision has been developed and local Skills for Life Co-ordinators are able to make local arrangements to suit the needs of learners (for example by running courses in a range of venues and in evenings and at weekends)

### Data analysis

The Adult & Community Learning Service keeps a record of all of its learners (throughout North Yorkshire). The first language of each learner is recorded, from this it has been possible to map their distribution and progression into other learning. Improved data at a local level on migration patterns would be helpful in allocating resources, in particular so that we can ensure we have sufficient teaching capacity and learning spaces.

Access to the address details of employers would be helpful so that courses can be promoted and partnership working explored.

Retention rates for Migrant Workers on courses is lower than for other groups, this is often because people return to their home country before completion of courses. This is particularly marked at Christmas, when migrants often take holidays to their home countries and don't return to the UK.

Around 12% of migrant workers arriving annually access English classes, with many undertaking a wide range of further classes. There are seasonal variations that reflect migration patterns – for example in Scarborough where numbers of enrolments fall during winter when economic activity is low.

### English as Additional Language (EAL) provision (2007)

Polish	187	46.4%
Nepali	44	10.92%
Total	404	100%

### **Service access issues**

There are several barriers to migrant worker learner access. Finding the time to attend is a big issue for people who often work long and unsocial hours. Cost is often an issue because many workers are on low rates of pay. There is often a lack of incentive to improve their English as they may only plan to be in the UK for a short period of time. As their numbers grow then the opportunities to speak their home language will increase and the incentive to learn English can be expected to reduce even further.

Some employers are placing barriers in the way of learners so that they cannot move (to other employment). In some cases learning agreements have not been honoured by employers.

Lack of technical English is a major barrier to access to employment at higher levels. Some migrant workers are only here for a short duration making it impractical for them to complete courses. If demand were to increase then there are likely to be issues about finding the skilled staff to deliver courses.

### **Providing information about courses**

Information is provided via the WEB site and prospectuses are delivered to every postal address in the county. Community Cohesion Volunteers also circulate information about courses as part of their role. Employer and Library networks are also used.

Those attending ESOL classes often ask about services they need to access and about how things work in the UK. Employment law, how to get a job and housing are the most frequent questions.

The development of a Welcome Pack site for migrant workers will be very helpful. Interactive WEB based discussion boards and the use of mobile phone text messages have been effective in other parts of the country.

### **Building social capital**

Courses for ESOL have a wide range of people enrolled on them, both migrant and established community members. Much of the curriculum content is about community issues, for example road safety (linked to the 95Alive Partnership).

There are many opportunities to form friendships with members of the settled community when attending classes, especially where learners progress to courses beyond ESOL. There will be many more opportunities where learning is linked to social spaces provided by Focal Points, for example at Talbot House in Scarborough. Here Polish Community Cohesion Volunteers help to recruit learners and provide help in accessing a range of other services.

1. Ensuring that the highest possible numbers of migrant workers are able to communicate in English is a key priority.
2. Barriers for migrants in accessing courses include cost, finding time to attend and high levels of mobility. These result in reduced levels of retention and progression.
3. Flexibility in provision is essential with partnership working with employers being very important.
4. Adult learning provides pathways to building social interaction and promoting community cohesion).

## Education: Schools

Arrivals to North Yorkshire requiring English as a foreign language (EAL)

Year	Children and young people	Schools
2002 -03	83	40
2005 - 06	500+	
2006 - 07	349	83
2007 - 08	246	114

### Significant cohorts

Area	Nationality
Scarborough	Polish, Filipino
Selby	Polish
Catterick	Nepalese
Harrogate & Ripon	Polish, Latvian, Lithuanian, Chinese, Zimbabwean
Northallerton	Filipino, Polish
Skipton	British/Pakistani heritage, Filipino, Polish

There are many positive aspects of this influx for schools. Learners are generally extremely well motivated, hardworking, well disciplined and value education. Schools often provide parents with help in accessing other services and alert other agencies when difficulties arise (through the EAL or Community Cohesion teams). Positive impacts:

- Parents are often actively involved and committed to supporting their children's education.
- School curricula have been enriched.
- In some schools rolls were falling, in these the arrival of migrant young people has been especially welcomed.

The influx has significantly increased the caseload of the "English as an Additional Language Team" (EAL):

- EMA funding is at the minimum rate for North Yorkshire and all EAL funding is from the County Council
- An Advanced Teaching Assistant post has been established to provide extra support to schools for the increased numbers of EAL learners in schools.
- EAL Team support/advice has become much more strategic. Training is now the major focus of the service, with modelling of good practice and monitoring of school practitioners almost exclusively taking over from 1:1 work with individual pupils. Pro-active work includes EAL awareness raising and basic training across the county.
- EAL training has added to CPD and developed additional competences in school.

Most new arrivals have good attitudes to learning and are aspirational and hard working. Schools are reporting that migrant worker children have a very positive effect, helping to raise standards of performance and attitudes to learning.

## 5.3 Employment

Many employers are pleased to be able to recruit migrant workers, as the A8 workers have a reputation for hard work and flexibility. In rural areas it is often the case that there are labour shortages, low wages and an aging population. In this context migrant workers can be seen as a valuable asset.

Government research has shown that migrant workers can expect to be less well paid than any other National group (see table of wages, Appendix B). We need to be mindful that the two most important negative factors for community cohesion, are increasing numbers of inward-migrants and poverty. In the event of an economic downturn there may be additional community tensions, with migrant workers an easy target for racists and extremists.

There have been serious cases of worker exploitation, some of which have resulted in death. In particular, Barrow Cadbury<sup>5</sup> and CAB<sup>6</sup> research has identified a number of poor practices. Government has responded by setting up the licensing arrangements for Gang Masters. The legislative framework remains weak however, with most abuses going unreported to the authorities.

### Sources of data

There are three national sources of data:

- Labour Force Survey,
- National Insurance registrations, and
- Workers Registration Scheme (WRS)

Worker registrations and national insurance numbers by nationality and by district are the most useful sources of data. However there are two issues with this scheme:

- migrant workers are registered but they are not de-registered; and
- self employed migrant workers are not required to register.

The Office for National Statistics provide the Labour Force Market Survey, however this is inconclusive at a county level given that the confidence levels exceed the data subjects. Nationally the percentage of migrant workers in the labour force is around 12% but this figure is much higher in some rural areas.

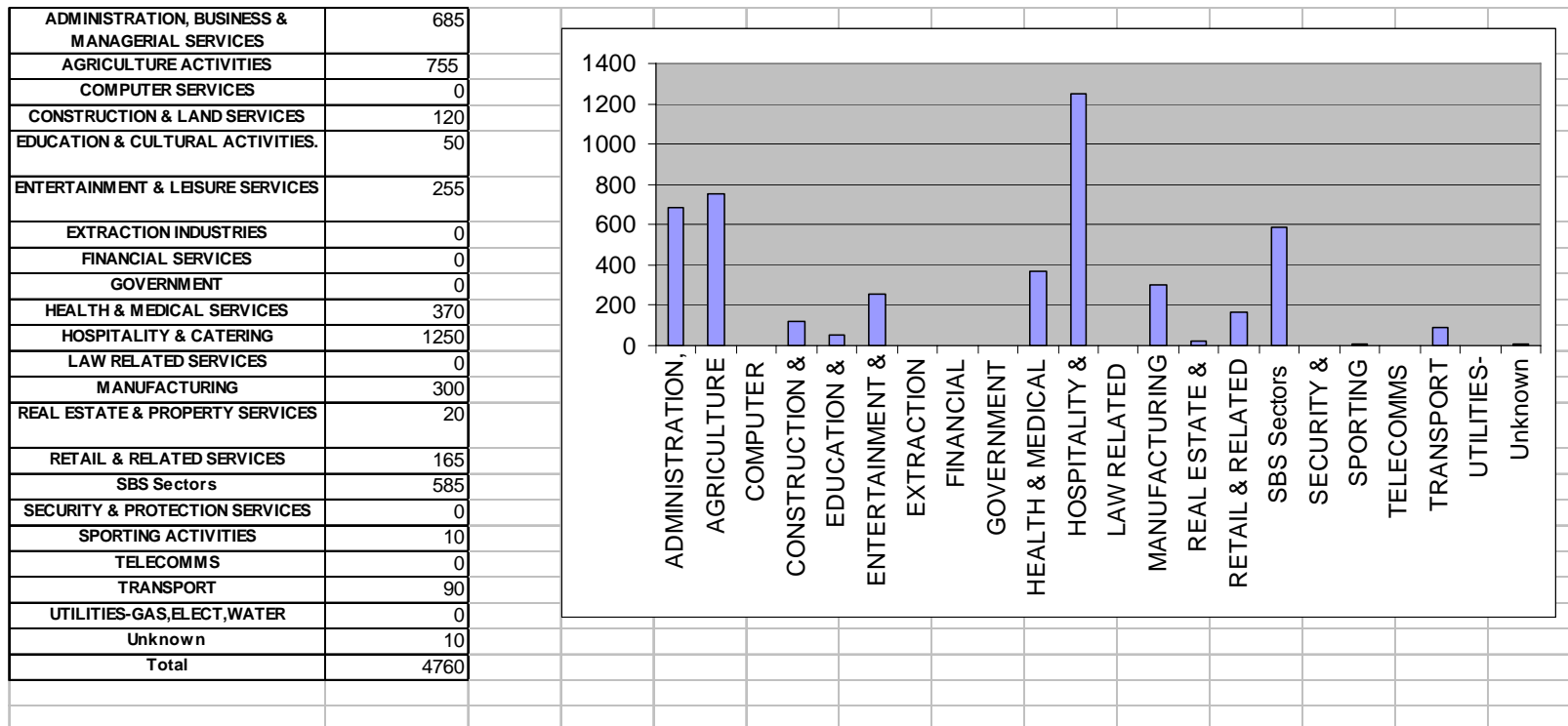
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<sup>5</sup> Migrant Voices, Migrant Rights, Cadbury Trust, 2007

<sup>6</sup> Rooting Out the Rogues, CAB, 2007



## Employment sectors (North Yorkshire)



The category of Administration, Business and Managerial Services, includes migrant workers employed by contractors or Gangmasters (for example in food processing and other production line work).



## **Workplace issues**

In some workplaces (especially those that illegally employ migrant workers) Health and Safety can be a major concern. Migrant workers are often employed in dirty, dangerous and demanding jobs (the 3 d's) where there are poor working conditions, high accident rates and low wages. Unregulated sections of the labour market compound the risks due to shoddy work practices. Also migrant workers tend to work longer hours compared to UK born residents (46 as against 42 hours per week).

Employment opportunities which might benefit both skilled migrant workers and local employers are often overlooked, with skilled workers taking on unskilled work.

Employment problems are being created by 'short-termism' where migrants are only staying for a short time before returning home or moving to better paid jobs elsewhere in Europe. This could result in labour market shortages for employers who are reliant on migrant workers, who then have little option but to down-size.

## **Employment of illegal workers**

Companies employing illegal workers may be seeking an economic advantage over their competitors. As a consequence law abiding employers may choose to ship work overseas or resort to illegal practices themselves. Where employers are breaking the WRS legislation, they are also more likely to be denying workers their minimum wage entitlement and failing to meet health and safety standards. Workers in this situation have little job protection, no bargaining rights and are unlikely to get an employer's reference if they leave.

## **Data that is needed**

Robust quality detailed statistics on the following would prove useful with detail at a district level across the county;

- Numbers in work, applying for jobs and those reaching interview stage by type of work unskilled / skilled / manual blue collar.
- Job transition, average length of time migrant workers stay in their jobs, reasons for leaving.
- Accidents at work – comparison of accident type and comparison of migrant worker accident rates against whole employee numbers.
- Analysis of what returning migrants are telling us about their experience here and reasons for returning home.

## **Employment access barriers**

- Language barrier. Lack of technical English is a barrier, in particular to allow them to access to employment at higher levels.
- Lack of knowledge on employment legislation and workers rights both in service centres and in the migrant workers themselves.
- Transient nature of migrant workers.

- Lack of agencies and resources within existing agencies to work with the migrant workers
- Lack of structured careers advice for migrant workers, for example the availability of skilled jobs where the language is not necessarily a barrier
- The development of quality employment standards

### **Improving information about employment opportunities**

The most effective way of reducing barriers to employment and progression will be to improve access to relevant information and appropriate support. This might include:

- Building local contacts both voluntary and public sector and co-ordinate information provision to ensure consistency;
- ensuring that Council customer service centres know who and where to signpost enquiries about employment rights and complaints;
- holding community engagement events to disseminate information;
- ensuring information on employment legislation and workers rights is included in the Migrant Worker Welcome Pack ;
- review and development of the expertise of migrant worker volunteers / translators;
- review and development of provision of translated leaflets on “rights and entitlements”;
- the development of opportunities to provide information to migrant workers in their originating country, prior to their departure; and
- provide careers advice tailored to migrant workers.

### **Vulnerabilities**

Rural economies reliant on migrant workers will be vulnerable to ‘a big hit’ if there is any sudden reversal in the influx of migrant workers from the A8 countries, with immediate and potentially damaging consequences to businesses suddenly faced with shortages of labour and higher labour costs.

Migrant worker lack of knowledge or understanding of the labour market, employment laws and worker rights, leaves them vulnerable to exploitation by rogue employers. In addition, because migrant workers are often employed in the most dirty, dangerous and physically demanding jobs, means that they are especially vulnerable. Improved access to information, advice and support about employment opportunities and rights, is key both to minimising migrant worker exploitation and improved access to job opportunities. There is a vital need to improve the quality of information gathered and evaluated about migrant employment practice.

## 5.4 Housing and Accommodation

### Background

Only a small proportion of social housing is allocated to foreign nationals. People from countries within the EEA may be eligible to apply for social housing in some circumstances, for example if they are working. However, EEA nationals' rights to live in the UK are based on an expectation that they should be economically active or self-sufficient and not place a burden on UK social assistance.

In order to qualify for social housing, foreign nationals must not only be eligible but must also have sufficient priority under the local authority's allocation scheme. Their priority is considered on the same basis as all other applicants. A consequence of this is that around 90% of people who arrived in the UK in the last two years and currently living in England are in the private rented sector. The impact on the PRS has been particularly felt at the 'bottom end' of the market, raising associated issues around poor quality accommodation. For some migrant workers, especially those in the UK temporarily, a key motivation may be to minimise their housing costs, even at the cost of accepting very poor conditions, given that they are often already on very low pay levels or sending money home.

### Key Emerging Themes

Three main themes have been identified from consultations and discussion across the housing sector and will be explored as part of the North Yorkshire Migrant Worker Accommodation needs research project (due to be completed autumn 2008). These are information and data, access to housing and specific impacts on the private rented sector.

### Information and data

Effective collation and evaluation of data on, and understanding of, migration patterns are required, to ensure clear and well thought-out interventions for the housing sector. The data sets required are the general migration patterns and projections and then more housing specific data to include housing needs and aspirations.

There are two markets where housing needs and aspirations fundamentally differ:

- permanent accommodation for settled migrants and accepted refugees
- transition accommodation for asylum seekers and temporary economic migrants.

### Access to Housing

Access to good quality, affordable accommodation, either within or outside the social rented sector, is crucial to the integration of migrants and community cohesion generally. Eligibility for social rented housing and for assistance under homelessness legislation and housing benefit is extremely complex, which affects access to both the social rented and private rented sectors.

Recent research for JRF (Robinson, 2007) based on a small sample of migrants indicates that new migrant groups have different routes into housing from those coming to long-established BME communities. Long established communities are more likely to access social housing and migrant workers private accommodation. We need to understand the likely impact of any long term settlement by migrant workers of both housing sectors (and the knock on impact on other groups).

The complexities of differing entitlements and housing pathways for A2 and A8 EU migrants, create significant confusion within these groups and existing communities. This can have a negative impact on community perceptions and therefore responses to new arrivals.

### **Private Sector Housing**

Much of the evidence points to migrants and other newly arrived people making considerable use of the private rented sector. Emerging issues include:

- pre-arranged and tied accommodation;
- ineligibility and assumed ineligibility for social rented housing; and
- competing demands and insufficient priority for social rented housing.

In many cases young single people would not be able to secure social rented accommodation and would expect to go into private rented accommodation recognising the flexibility it can provide.

Some local areas have faced an increase in the number of Private Rented Sector lets, including houses in multiple-occupation. Key issues include overcrowding, suitability and quality through over-use of amenities, and impacts on the wider neighbourhood.

The impact of the use of tied accommodation requires consideration. Although it can be good quality it can also be poor and there have been cases of accommodation being deemed unfit for habitation or requiring improvement (within the county). In other instances workers have been found to be housed in workplaces, which is an illegal practice.

Tied accommodation is more prevalent in agricultural sectors, especially for work that is seasonal, and in hospitality sectors, where accommodation is often on-site. If a worker loses their employment then they also lose their accommodation. In rural areas it can be more difficult for migrant workers to access accommodation independently which is close enough to where they work. A survey of over 500 Polish and Lithuanian workers by the TUC<sup>7</sup> in 2005/2006 found that:

- 31% of those surveyed were living in accommodation that was found for them or provided by their employer;

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<sup>7</sup> (Anderson, B, Clark, N, Parutis V, TUC, 2006).

- over 40% of those working over 48 hours a week were living in employer provided accommodation, suggesting that it may be extremely difficult for those who are living in accommodation provided by their employer to refuse hours or additional work because of the dependence on them created by their housing situation; and
- workers who were living in accommodation found by their employers were the most likely to describe their living conditions as poor or very poor. More than half of those who described their accommodation in these terms were living in housing found by their employers;
- migrant workers working in agricultural areas may be housed in poor quality caravan or mobile home sites.

1. Newly arriving migrants frequently rely on private housing and accommodation, not always of the highest standard and often in overcrowded conditions. In some cases, especially in the agricultural sector, migrants are provided with tied accommodation as part of their employment.
2. There have been some instances of migrants being housed illegally at their workplaces.
3. Migrant worker access to better quality affordable accommodation will require careful planning, in particular through the provision of appropriate access routes into different types of housing, together with improved advice and support to make this possible.
4. Lack of quality information on migration and habitation patterns remains a significant challenge.
5. A research project covering migrant worker needs and impact is planned for autumn this year.

## 5.5 Health Service

Data and research on the health issues of migrant workers in North Yorkshire is at this time limited, however, there is a growing bank of research into the health needs of migrant workers in the UK that has begun to suggest some common themes. The research has been undertaken in predominantly rural areas that have many similarities with North Yorkshire in respect of demographics of the migrant worker population and type of work undertaken, seasonal, for example, agriculture food packing and tourism.

### Key Issues

- **Mental Health and Well Being** - Stress and suicide rates are key proxies for mental health status. These rates are high in men from several A8 countries though this may be attributed to their socio-economic circumstances in their own country. Research in Wisbech<sup>8</sup> identified a number of factors associated with migrant workers that have a significant impact on stress, separation from family and friends, housing conditions, finance and cultural differences.
- **Health Services Access** - The research<sup>9</sup> suggests that up to 50% of the migrant worker population may not be registered with GP and that access to healthcare when needed is through Accident and Emergency Units. There is also poor awareness of other NHS services e.g., opticians and NHS Direct. In the case of mental health a study in Norfolk<sup>10</sup> revealed that these services were not accessed due to stigma and reluctance to talk about problems as well as lack of awareness of services. Interpretation services are a key issue in accessing services with migrant workers having concerns about confidentiality and their ability to relate their illness and understand the diagnosis without interpretation.
- **Perceptions of Health and Lifestyles** - Self reporting of health by migrant workers show that they consider their health to be generally good due to the absence of illness, however, lifestyle factors show a high prevalence of smoking, physical inactivity and poor diet. Smoking prevalence is particularly high in Eastern Europe with some A8 countries in excess of the EU average and smoking among 35-49 year old men reaching 70%. Lack of physical inactivity may be related to long working hours and lack of awareness of leisure opportunities.

### Impact

There is little data on the impact of migrant workers on local health services in North Yorkshire and indeed in the region. The Regional Public Health Network

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<sup>8</sup> A Health Care Needs Assessment For Migrant Workers In Wisbech, Cambridge, East Cambridgeshire and Fenland PCT 2007

<sup>9</sup> A Study of Migrant Workers in Grampian, Communities Scotland July 2007

<sup>10</sup> A qualitative study of the mental health needs of refugees, asylum seekers and migrant workers in Great Yarmouth, Norfolk. Norfolk and Waveney Mental Health Trust Partnership NHS Trust 2006

has identified this as an issue as well as the need to take a strategic approach to the impact on population health that will include the impact of A8 and A2 EU migrants.

The key issues have been identified by the Network are:

- The impact on community health services which are already struggling to serve poor and disadvantaged communities.
- The need to establish new forms of service that have strong links with other agencies such as housing, advice, employment.
- The need for specialist language services and skills in working with fast moving transient populations.
- Skills in working with diverse cultural groups who may have very different views about health and health services.

### **Improving access to information about services to migrant workers.**

Language has been identified as a key barrier to migrant workers uptake of health services that are known to them, this relates generally to interpretation services. In many areas those that already speak good English are asked to attend appointments to act as an interpreter. The introduction of a volunteer programme whereby migrant workers can volunteer as interpreters and work within a code of confidentiality and protocols would help to overcome this barrier although this should not replace the duty of health services to ensure that where appropriate interpretation services are available. In respect of written information, in the first instance it would be helpful to have a comprehensive section on health in the proposed Welcome Pack to raise awareness of what NHS services are available locally. A further action would be to undertake a health needs assessment of migrant workers in North Yorkshire to understand the local health needs of this population, their experiences and the impact on service provision.

### **Community Cohesion**

In undertaking any needs assessment there are ample opportunities for building community cohesion and social capital if the approach is based on that of community development. This would involve working with migrant workers and involving them in carrying out the assessment themselves. This would build their own capacity in identifying key issues (together with service providers) and ultimately working together in genuine partnership to resolve the problems and address the issues to improve access to services and health improvement. There are several established forums within North Yorkshire with representation from migrant workers that would be a good building block for this piece of work.

- There is little tangible evidence of any specific impact by migrants on local health services in North Yorkshire. However, studies in other parts of the country (with some local anecdotal evidence) suggest that appropriate access to community based health care, rather than hospital based care is an issue.
- Identifying specific healthcare needs and propagating health and well-being messages to migrants, raises language and communication challenges common to other public services in the county.
- Finding solutions to overcome the language difficulties and the need for better health care information and advice, needs to be addressed as part of the general approach covering all services.

## 5.6 Access to relevant information

The use of English by new arrivals is an important positive factor in building community cohesion and should be encouraged. There is however a balance to be struck between this expectation and providing translated materials and support while new arrivals learn and use English.

There will clearly be difficulties for any new arrivals that don't speak English in accessing services or reporting crime. These difficulties also apply to those who speak good English but who do not know where to find the information they need, or understand our culture and practices.

### Engaging migrants and other communities

- **Communication with migrants and migrant communities.** The capacity to help migrants arriving in North Yorkshire is dependant upon effective communication to provide relevant information and support. Providing information to individuals about specific issues, being able to respond to queries they have and sign-posting them to relevant help and support. But also providing effective communication to whole communities. The challenge is using channels that migrants will access and use but also recognising the need for translation and language support.
- **Hearing the voice of migrant communities.** It was important to be able to consult with migrant communities to hear first hand about their experiences as well as their needs. It was important to have recognised routes into these communities and people able and willing to act as spokespeople for their communities. Individuals who can do this need to be identified and given appropriate encouragement and support to enable them to take on this role.
- **Giving all communities an opportunity to contribute to priority setting and action planning.** This initiative to identify actions to tackle issues associated with inward migration and community cohesion need to recognise the need to provide a way for input from different communities. Whatever plans are developed need to be inclusive and reflective of views from the range of different community perspectives. It is there important to consult as widely as it is feasible to do so about setting priorities and agreeing actions to address these.

### Advice services

Information on *demands for advice services* was sought through the North Yorkshire Advice Services Partnership. All Citizens Advice Bureaux (CABx) in North Yorkshire reported that they are receiving increasing numbers of enquiries

from A8 and A2 migrant workers. For example, combined figures from Harrogate CAB and Ripon CAB show some 850 migrant workers seeking advice in the last year people, around 12% of their total clients.

Most migrant workers are seeking advice on employment issues (eg non-payment of wages and holiday pay), housing and tax credits and other benefits; and many of the enquiries cover more than one advice area. The advice is always complex because of the need to check immigration status and the impact of this on people's rights and responsibilities relating to the specific enquiry. A significant proportion need help with interpretation etc.

Ryedale CAB hosts a specialist immigration and nationality specialist post, operating across North Yorkshire as a consultancy and referral point. Registered with the Office of the Immigration Services Commissioner (OISC), the post is jointly funded by the Allen Lane Foundation and the North Yorkshire Advice Services Partnership Project Fund. Currently funded for 16 hours per week, from September 2008 this will be reduced to 7 hours per week, and will run out altogether in August 2009.

The increased number of clients and the complexity of the issues are placing an additional burden on already stretched CAB services.

Other advice services report few, if any, increase in enquiries, but this is probably because these are specialist services (eg disability or debt) and less likely to be needed by migrant workers.

One key issue identified in discussions with advice services is the inconsistent recording, by all agencies not just advice agencies, of the origin of migrant workers. Many agencies use 2001 census categories, which lump A8 and A2 migrant workers in the one category alongside people from other European countries. A common system of monitoring origin throughout North Yorkshire (eg nationality or language) would be aid better understanding of the needs of migrant workers.

## 5.7 Community Cohesion

National research suggests that the relationship between diversity and cohesion is complex<sup>11</sup>. Having a community with a broad range of ethnic groups has been found to be broadly beneficial - but where communities are receiving increasing levels of inward-migrants born outside of the UK, this has been found to be a negative factor in terms of community cohesion.

There has been a great deal of National research on migrant workers, their needs and impact, in both urban and rural contexts. The Institute for Public Policy Research (IPPR) is currently carrying out a research project covering the rural areas of the North of England, this is due for release in Autumn 2008.

A North Yorkshire Impact Assessment was carried out by NYCC in April 2007 (at the request of GOYH). This showed that the impact on most public services by migrant workers was low or localised but increasing, with moderate to high impact on libraries and housing.

### What we mean by a Cohesive Community<sup>12</sup>

- There is a clearly defined and widely shared understanding of the contribution of different individuals and communities.
- There is a strong sense of an individual's rights and responsibilities when living in a particular place – people know what everyone expects of them, and what they can expect in turn
- Those from different backgrounds have similar life opportunities, access to services and treatment
- There is a strong sense of trust in statutory organisations and agencies locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
- There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
- There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other groups and organisations within neighbourhoods

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<sup>11</sup> Predictors of community cohesion: multi-level modelling of the 2005 Citizenship Survey, James Lawrence and Anthony Heath, Communities and Local Government, Feb 2008

<sup>12</sup> From *Our Shared Future*

## Government Imperatives

Community Cohesion is a key component of the Government's Social Inclusion Policy. It sits alongside Equalities as a cross-Government priority, with CLG currently taking responsibility for progressing policy.

The impetus for this work lies with the civil disturbances in Bradford, Oldham and Burnley of 2001. The "Cantle Report" concluded that many ethnic groups were not mixing and in effect leading "parallel lives". The report also made a series of recommendations around fostering community cohesion and was the catalyst for the adoption of community cohesion as an important policy area within both local and central government.

After the events of 7 July 2005 there was a renewed interest in understanding the alienation experienced by some communities and widespread concern that some groups were still leading the "parallel lives" Cantle spoke of in 2001. These concerns were set alongside the recent influx of Eastern European migrants, many of whom are settling in areas that have not experienced large scale immigration before. It was in this context that the Commission on Integration and Cohesion (CIC), chaired by Darra Singh, was launched in August 2006.

### Principles and definitions

In the resulting report titled "Our Shared Future" the CIC proposed that there were four key principles in securing community cohesion:

- a shared contribution to a future vision
- a recognition of the contribution of settled and new communities
- a strong focus on individual rights and responsibilities
- trust in institutions to act fairly (CIC 2007)

The report explored diversity, integration and cohesion, making the case that integration must be a prime aim if we are to live together peacefully and at ease with difference. The CIC proposed new definitions for integration and cohesion:

- Cohesion is principally the process that must happen in **all communities** to ensure different groups of people get on well together.
- Integration is principally the process that ensures that new residents and existing residents adapt to one another.

### How to recognise a cohesive community

The Report states that an integrated and cohesive society is one where:

- there is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision
- there is a strong sense of an individual's rights and responsibilities when living in a particular place

- those from different backgrounds have similar life opportunities, access to services and treatment
- there is a strong sense of trust in institutions locally to act fairly
- there is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place
- there are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.

### **Key recommendations for Local Authorities**

- the need to map communities
- monitoring best value cohesion performance indicators and developing locally-specific cohesion indicators
- mainstreaming issues of integration and cohesion into Sustainable Communities Strategies
- developing and improving diversity through workforce strategies
- enhancing the role of citizenship ceremonies, particularly to include all young people, and perhaps linked to Citizenship Education and with young people being given citizenship packs with information on what it means to vote etc.
- developing 'welcome packs' for new migrants which might be linked with local contracts
- developing a more strategic approach to community capacity building and community development
- maintaining a communication plan and myth-busting strategies to rebut myths and misinformation
- auditing opportunities for inter-cultural activity and developing funding strategies to promote inter-cultural dialogue
- operating and making more explicit inclusive lettings policies across all housing providers
- identifying housing 'hotspots' of tension.

### **Recommendations for central government**

There are a number of recommendations were made for central government.

These include:

- a minimal, streamlined approach to national performance management on cohesion with a single PSA target and further monitoring incorporated into the Comprehensive Area Assessment process
- a review of English for speakers of other languages (ESOL) funding
- guidelines about contracting with faith bodies
- a community-based community cohesion audit resource

- a rapid rebuttal unit involving the LGiU, Commission for Equality and Human Rights (CEHR), LGA and the Department for Communities and Local Government (DCLG)
- a national body to manage integration of new migrants, sponsored by Communities and Local Government, but independent of Government
- a programme of research about meaningful interaction in neighbourhoods.

The Government has responded positively to most of the report<sup>13</sup>.

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<sup>13</sup> The Government's Response to the Commission on Integration and Cohesion, CLG 2008

## **Priorities for action**

### **6.1 Service access information for migrant arrivals (Welcome Pack)**

National research and local intelligence highlight access to information on services as one of the main barriers that new arrivals to the county face. 90% of the information required is generic to the UK and there are consequently efficiency savings to be made by coordinating this information with other areas of the UK. The remaining 10% relates to locally provided services and community information, such as housing, recycling services, voluntary groups and community associations.

The importance of this information being kept up-to-date has also been underlined by the migrant community and whilst it is important that this information is accessible, necessitating some translation, the view of the community served is that as long as the information is clear, informal networks will allow new arrivals to translate the content they need. Access to this information is vital to allow new arrivals to help themselves and to meet their own needs through existing processes. This applies as much to the new parent trying to enrol their child in a local school as an individual coming to North Yorkshire from overseas, and therefore supports the whole community.

We have also established that some arrivals will need additional support or information, tailored to their needs. Focal points and other access support already in place have been identified as good practice and will be promoted throughout the partnership.

To address these issues, the North Yorkshire Strategic Partnership has commissioned an action learning set to develop an interactive, web-based welcome pack, including information from all partners to meet the identified needs of new arrivals. The welcome pack will be available in full for the five most commonly spoken languages in North Yorkshire (English, Polish, Latvian, Lithuanian and Slovakian) and with substantial content in a further fifteen. The welcome pack will sit on a 'welcome portal' with links to additional helpful information on issues highlighted by the strategic review. A communications plan for the pack and portal is also under development

### **6.2 Engaging and involving communities – pathways to inclusion**

When we are considering how to support vulnerable groups we run the risk of alienating both these groups and the wider community. It is also the case that people are all different and while some will welcome support others will not.

In taking positive steps to ensure that migrant workers are safe, not exploited or abused and have access to both information and services, we must take care not to reinforce perceptions that they are favoured more than others. An example might be that the long established community feel that migrant workers are receiving more help than they are in terms of benefits and other support.

The concept of Pathways to Inclusion addresses these issues. As an example, “tied accommodation” can be a barrier to career progression. This applies when a worker is provided with accommodation by their employer and risks becoming homeless if they leave that employment.

An example:

To address this issue the County Council has developed an “Accommodation Assistance Scheme” to help new employees, who need to move home in order to take up employment with the Council. This takes the form of an interest free loan of up to £1000 to meet housing bond and advance rent requirements. This is a pathway for all who need it and which is available and relevant to migrant workers.

The barriers to Volunteering are often more closely related to language and lack of cultural understanding but the potential benefits to overcoming these are great. The report *Floodgates or Turnstiles*<sup>14</sup> identified a number of key factors that build or erode levels of community cohesion. Volunteering has been found to be a positive factor in building social capital and facilitating the development of shared values, purpose and belonging. North Yorkshire has a long tradition of volunteering and the involvement of BME (including migrant workers) is a priority within the Local Area Agreement.

A small number of migrant workers have become volunteers within voluntary and public services, for example within Scarborough Sure Start and as Community Cohesion Volunteers in a number of areas.

### **6.3 Volunteering**

Volunteering provides innumerable benefits, both for the individual and the community. Many individuals use volunteering as an opportunity to develop skills and gain experience to enhance their employment prospects, to give something back to their community or out of an interest or passion for a particular activity or cause. In this, new arrivals to North Yorkshire are no different to existing residents and therefore should be encouraged to make the most of the range of opportunities available. That said, the culture of volunteering in the UK is well-

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<sup>14</sup> By Naomi Pollard, Maria Latorre and Dhananjayan Sriskandarajah April 2008

established and developed, which is not the case in all other countries, where individuals may be more focused on supporting their own community through informal volunteering (helping a neighbour or family member) than committing their time through an organisation.

The excellent work of the Volunteer Centres across the County to promote the benefits of volunteering and the opportunities to take part, as well as good practice examples and advice to those organising volunteer activities applies as much to new arrivals from overseas as to long-term residents. Where there are minor differences to processes, such as for Criminal Records Bureau (CRB) checks, or where language may cause a barrier to access, guidance has already been produced to support 'host' organisations to widen access.

The contribution of volunteering to community cohesion and the integration of new arrivals is maximised by 'mainstreaming' new arrivals to the County in existing volunteering schemes, rather than establishing parallel strands.

The NYSP Equalities Task Group will work with the Volunteer Centres to ensure that all partners follow the established good practice standards and promote the guidance specific to new arrivals from overseas to ensure volunteering levels are increased.

### **Volunteer translation and interpreting**

Some volunteers with foreign language skills may wish to find a volunteering opportunity where these skills can be put to use to support new arrivals access services and support. Indeed, volunteering in such roles may serve as a pathway to professional accreditation and employment. However, host organisations should be clear when defining a volunteer role that the due consideration is given to the nature of the translation/interpreting to ensure that legal and moral risks are managed. There are a wide range of situations where an appropriately trained volunteer can support existing staff to engage with and respond to the needs of their communities, but there remain some specific circumstances where a professionally accredited interpreter or translator must be used.

To clarify appropriate volunteer roles and the standards and principles for recruiting, training and supporting volunteers in these roles, guidance will be produced in partnership with Volunteer Centres, to support and encourage organisations to develop an appropriate range of opportunities for volunteers.

## 6.4 Tension Monitoring

There is a growing raft of community cohesion monitoring arrangements and Guidance<sup>15</sup>. These are currently Police led and include:

- **IAG (Independent Advisory Groups)** – Independent Advisory groups came about after the Stephen Lawrence Inquiry. Currently North Yorkshire Police have an IAG in each Basic Command Unit. After the bombing in Glasgow, there was a heightened police presence in areas of North Yorkshire. York Railway Station had armed police officers on patrol. There were also more visible patrols outside the local Mosques. York BCU was able to call its local IAG group together at short notice, leading to a leaflet distribution to community groups and revised patrols around the Mosque.
- **3<sup>rd</sup> Party Reporting of Hate Crime** – currently the scheme is only operating in Scarborough but is due to be rolled out county-wide in a revised form. North Yorkshire Police are looking to implement the *True Vision* (3<sup>rd</sup> Party) reporting system throughout North Yorkshire (with the support of partner agencies). *True Vision* is a hate crime reporting system that is currently used by a number of other police services around the country.
- **Community Tension Monitoring** – the Government has produced a Guide for Local Authorities and their partners, on how to set up Tension Monitoring systems. A pilot has operated in Craven and the Task Group will be looking at the best ways of implementing county-wide systems which both learn from this experience and have regard to the latest guidance.

### Bringing all of the information together

In 2001 following the Bradford riots and the attacks, it was recognised that the existing police methods of tension monitoring were limited and incapable of drawing a full picture of issues in communities. Many partner agencies recognised that they also needed a way of monitoring community tensions where they worked.

A city-wide scheme was developed by the community safety partnership in Leeds. As a starting point, it was recognised that all public services had a responsibility to contribute to tension monitoring and that it was critical for the safety of communities that everyone played a part. All staff were asked to be vigilant, to be aware of incidents, activities and rumours that could be in anyway be linked to a rise in community tension or unrest.

On a weekly basis agencies were asked to share any information that they might have (or nil returns). These were forwarded to the local Community Policing Inspector. The Inspector collated the information and submitted the

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<sup>15</sup> Guidance on Implementing Tension Monitoring Arrangements, Home Office, 2008

information to the police analyst unit. A summary report was then produced and sent back down the information chain. Where a specific issue was identified then a meeting was arranged (led by any partner agency - not just Police) and any additional actions taken.

North Yorkshire Police have 17 Community Safety Officers with local Community Safety Teams and having geographical responsibilities. They could be the focus for setting up local tension monitoring groups.

Key components of any new arrangements will need to include:

- A Communication Strategy (including Myth busting);
- Response Plan (to be in place before any difficulties occur);
- Strategic linkage established with local CDRP and LSP arrangements; and
- Improved data sharing and analysis (including Vulnerable Locality Indices mapping)

## 6.5 Changes in the future <sup>16</sup>

There is mounting evidence that the experience of receiving accession migrants has so far been a positive one, at least in economic terms, although it is difficult to measure this objectively. A8 migration is thought to have increased the flexibility of the labour force, prevented labour shortages in sectors such as agriculture that find it hard to attract local workers, had no discernible negative impact on unemployment in the UK, and reduced inflation.

Given that migrants have overwhelmingly been young, single and in work, their impact on the UK's public purse is also likely to have been positive. Although most earn low wages in per-hour terms, they tend to work long hours and pay important tax contributions, while not making very great use of public services.

Anecdotally, many employers in North Yorkshire speak highly of migrant workers and believe that their business has benefitted considerably as a direct result of recent migration.

But it appears that the rate at which A8 migrants are arriving in the UK has started to slow down and will continue to do. The vast majority of migrants come to the UK for economic reasons, because of favourable economic conditions in the UK compared with their home country. As economic conditions improve in A8 and A2 countries relative to the UK, there is likely to be less incentive to migrate.

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<sup>16</sup> This section draws heavily on recent research published by the Institute for Public Policy Research: Floodgates or turnstiles? Post-EU enlargement migration flows to (and from) the UK by Naomi Pollard, Maria Latorre and Dhananjayan Sriskandarajah (April 2008)

Many other EU countries placed restrictions on the free movement of workers from A8 and A2 countries, but these restrictions are being lifted and must be gone for A8 nationals by April 2011 and for A2 nationals by the end of 2013. It is likely that as restrictions are lifted, migrants who may have otherwise come to the UK will go to other EU countries closer to their home countries.

The detailed findings of surveys into how long A8 migrants are likely to stay in the UK vary considerably. Most migrants have to seek to balance a complex mix of economic and personal/family demands, and do not know how they will remain. The IPPR research concludes that the proportion of A8 migrants that will stay in the UK in the long term is likely to be at the lower end of the range of predictions, ie around 10% to 25%.

Given that the economic incentives to remain in the UK are likely to decline, only those migrants whose ties to the UK extend beyond the purely financial are most likely to stay in the long term. These include people who have met partners in the UK, those who are drawn by the cultural and social attractions of living here, and/or have set up businesses. As a result, it is likely that the socio-economic profile of A8 and A2 nationals who do remain in the UK will start to resemble the UK-born pattern (for example, average wages will start to rise and over-representation in sectors such as agriculture will reduce).

If the number of new migrants reduces and the migrants who do stay behind tend to be the better qualified and more aspirational, the UK - including businesses and employers in North Yorkshire - may not be able to continue to rely on a ready supply of young, skilled workers willing to work for low wages in per-hour terms. The impact of such labour shortages could have a very negative impact on the economy of North Yorkshire.

Changes in migration will also impact on the range, nature and quantity of public services required by migrant workers and, increasingly, their families. Some of the issues for public service providers identified in this review may be short-lived, but other issues could arise.

Further work is needed to better understand:

- how vulnerable local businesses and employers would be to a reduction in the number of new migrants
- the impact a reduction might have on the local economy
- what steps could be taken to reduce that impact

Also:

- the range, nature and quantity of public services required by migrant workers and their families who are likely to stay in the long term

## **Next steps**

### **7.1 Finalising the strategy and recommendations**

The next step in developing and implementing a common strategic approach towards migration and community cohesion in North Yorkshire is to engage with others in a dialogue about priorities and agree an action plan to address these. This document is intended as a starter for that the discussion. The expectation is that public services and other agencies, strategic and community partnerships, business interests and third sector organisations will have important perspectives to input to this discussion and to help to shape an agreed approach to tackling the challenges.

It will also be vital to engage and involve migrant communities themselves and those who work most closely with them. This will help to validate the preliminary analysis of the main issues but also to 'market test' the draft welcome pack as well as explore the appropriateness of arrangements to support volunteering and tension monitoring.

It is expected that the development of this approach will be an iterative dialogue with various stakeholders to help to produce an agreed and inclusive approach.

The working group supported by others will lead a process of consultation in coming months to achieve the following outcomes:

- A more complete analysis of the main issues and challenges that need to be addressed in respect of inward migration and community cohesion;
- agreement about clear priorities for tackling the main challenges associated with inward migration and community cohesion;
- examples of actions already being undertaken to help to address pressure points on services and actions to promote community cohesion;
- an agreed process for how these priorities will be taken forward in Districts and county-wide in North Yorkshire; and
- involvement of all the relevant stakeholders with an agreed commitment to taking positive action in the future.

The consultation plan involves the following main steps over the period July to 31 October 2008:

- Sending the draft strategy document out to all LSPs and NYSP partners and inviting comments;
- a presentation provided by the strategy group team to each LSP as a basis for discussion and agreement of key issues and priorities;
- a series of local consultation meetings involving representatives from migrant communities and organisations and groups that work with them;
- keeping the Equalities Task Group, NSYP and the Government Office for Yorkshire & Humberside briefed on progress and outcomes of the work; and

- a presentation of the results of the work to the NYSP partnership conference in October 2008.

Following the consultation process the group expects to revise and update its analysis and action plans to reflect the input from all parties. It is expected that they will report back to the NYSP Equalities Task Group by the last quarter of 2008.

## Annexe A: NYSP Equalities Working Groups

Operational Group	Strategic Group
1 Nigel Phillips, North Yorkshire Fire & Rescue Service	1 David Walker, Education Officer (Social Inclusion), North Yorkshire County Council
2 Helen Murfin, Manager Stokesley Community Centre	2 Guru Naidoo, Broadacres Housing
3 Beata Fraczekiewicz, Polish Community member	3 Sarah Bird, Customer Initiatives Manager Yorkshire Coast Homes
4 Salwa Podvorica, Scarborough Building Society	4 Judith Bromfield, Chief Executive Richmondshire CVS
5 Judith Walsh, Management Co-ordinator North Yorkshire County Council Libraries Service	5 Andrew Rowe, Housing Strategy Officer Scarborough Borough Council
6 Sarah Lyle, North Yorkshire County Council Adult and Community Learning Service	6 Paul Ellis, Head of Customer & Benefit Services, Craven District Council
7 Sue Patterson, European Horizon (Employment Agency)	7 Miroslaw Sobczak, Polish Community member
8 Carol Barber, Harrogate Citizen's Advice Bureau	8 Rosie Quoreshi, Head of Equalities North Yorkshire Police
9 Emily Murphy, Community Development Worker Ryedale CVS	9 Neil Irving, Head of Corporate Policy North Yorkshire County Council
10 Dave Foster, Inspector North Yorkshire Police	10 Milton Pearson, Chief Executive South Craven Community Action

<b>Annexe B</b>	<b>Task name</b>	<b>Time allocation</b>	<b>Start date</b>	<b>Finish date</b>	<b>notes</b>
<b>NYSP Equalities Task Group</b>	Task Group meeting	10:00-12:00	05/12/2007		Venue: County Hall, Northallerton
	Task Group meeting	10:00-12:00	30/04/2007		
	Task Group meeting	10:00-12:00	20/09/2007		
	Task Group meeting	10:00-12:00	06/12/2007		
	Task Group meeting	10:00-12:00	04/06/2008		
	Task Group meeting	10:00-12:00	02/09/2008		
	Task Group meeting	10:00-12:00	02/12/2008		
<b>Action Learning Sets Sessions</b>	<b>Learning set session 1</b>	<b>09:30 - 14:00</b>	<b>25/01/2008</b>		<b>Cold Cotes, Harrogate</b>
	<b>Learning set session 2</b>	<b>10:30 - 15:30</b>	<b>22/02/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
	<b>Learning set session 3</b>	<b>10:30 - 15:30</b>	<b>10/03/2008</b>		<b>Romanby Golf Club in the Meeting and Training Room, Northallerton</b>
	<b>Learning set session 4</b>	<b>10:30 - 15:30</b>	<b>08/04/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
	<b>Learning set session 5</b>	<b>10:30 - 15:30</b>	<b>09/05/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
	<b>Learning set session 6</b>	<b>10:30 - 15:30</b>	<b>11/06/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
	<b>Learning set session 7</b>	<b>10:30 - 15:30</b>	<b>08/07/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
	<b>Learning set session 8</b>	<b>10:30 - 15:30</b>	<b>09/09/2008</b>		<b>Development Suite and IT Suite at Bedale Hall, Bedale</b>
<b>Action Learning Sets Delivery</b>	Welcome Pack (O)	62 days	14/12/2007	10/03/2008	
	Principles for working with Migrant Workers (S)	32 days	25/01/2008	10/03/2008	
	Guidance document - Migrant Worker principles (O)	67 days	11/03/2008	11/06/2008	
	Tension Monitoring Principles (S)	67 days	11/03/2008	11/06/2008	
	Tension Monitoring implementation (O)	64 days	12/06/2008	31/12/2009	
	Produce a Strategy for Community Cohesion (S)	64 days	12/06/2008	09/09/2008	

## Annexe C

# Analysis of Migration Trends and Drivers Analysis of Migration Trends and Drivers<sup>17</sup>

### Main headline messages

The report:

- identifies international inward-migration as a key driver of demographic change for the UK, Yorkshire and Humberside region and North Yorkshire for the next twenty five years;
- provides estimates of population growth and pressure on new household needs, resulting in 'new housing' targets being revised upwards;
- this will put significant pressure on housing throughout the county and particularly in some parts of the county;
- inward migration, together with the added pressures of an ageing population (and possibly more smaller household units with lower household density) will put even more pressure on housing and accommodation availability overall and for particular types of housing;
- confirms that it is difficult to predict how long migrants will stay;
- points to the difficulty of capturing adequate data on migration to help understand what is going on for short term, medium term and longer term migrants; and
- provides population projections through 'area profiles' at a District level.

### Population growth

Long term growth<sup>18</sup>:

- Overall expected growth in population 2004-2029 for Y&H is 13% (666,000)
- Growth for NY is higher (highest in the Y&H Region) – 18% (141,000)
- Significant expected variations across districts, from Richmondshire at 33% to Scarborough – 12%

**Table 1: Population projections 2004-2029** (in thousands)

AREA NAME	2004	2010	2020	2029	Change	
Craven	55	56	60	63	9	16%
Hambleton	85	89	93	97	12	14%
Harrogate	154	161	172	181	27	18%
Richmondshire	50	56	62	67	17	33%
Ryedale	52	54	58	61	9	17%
Scarborough	108	111	117	122	14	12%
Selby	78	82	89	95	17	21%
North Yorkshire	582	609	651	686	105	18%

Using the National Population Projections (NPP) for fertility, mortality and migration, the area profile population projections have been revised upwards from 18% population growth in NY up to 23% growth 2004-2029.

<sup>17</sup> Extract from: The Yorkshire & Humberside Assembly Analysis of Migration Trends and Drivers, Edge Analytics Ltd, Dec 2007

<sup>18</sup> Based upon sub-national population projections (SNPP) figures - revised 2004 projections done in 2007 (ONS)

## Components of population change (2005-2006)

The bulk of recent population change in the Yorkshire and Humberside Region has been due to international migration rather than natural change or internal migration within the UK. For North Yorkshire however this is more evenly balanced. There are however interesting contrasts with Harrogate, Richmondshire and Ryedale showing the greatest impact of international migration with the other Districts showing more impact from internal migration.

**Table 2: Components of population change**

District	Mid 2005	Natural change	Internal migration	International migration	Mid 2006 population
Craven	55,100	-170	390	210	55,480
Hambleton	85,470	-10	650	210	86,260
Harrogate	156,150	10	480	1,170	157,760
Richmondshire	50,530	130	0	400	50,970
Ryedale	52,750	-140	80	240	52,940
Scarborough	108,400	-420	260	100	108,350
Selby	78,940	210	600	60	79,800
North Yorkshire	587,340	-390	2,460	2,390	591,560

## Employment

Prior to 2004, migrant worker registrations (NINo – National Insurance numbers from DWP) for Y&H were running at around 17,000 a year. By 2006-2007 this had risen to 41,000 registrations, with over 57% from EU Accession countries (with most arriving from Poland).

**Table 3: Breakdown of figures for NINo registrations by District (2006-07)**

	NINo 06/07	Accession %	Poland %
Y&H	40,720	57%	40%
NY	5,270	59%	44%
Craven	220	64%	36%
Hambleton	320	75%	53%
Harrogate	1,160	71%	49%
Richmond	520	31%	21%
Ryedale	280	82%	50%
Scarborough	580	66%	59%
Selby	340	82%	76%

This gives an interesting picture of the different local labour market contexts. What is difficult to gauge are those that have cash in hand jobs where they are not registered.

## Housing

Section 6 of the report explores the links between population change/migration and housing. It reviews the combined effect of a 13% increase in population over the next twenty years together with the impact of an ageing population. This has led to the DCLG revising upwards its projections for housing requirements because of the fear of significant shortfalls in housing provision. Lack of knowledge about whether new accession arrivals are here for short or long periods of time makes estimating levels of demand difficult. Often those staying shorter terms are not captured in official statistics and consequently there could be an underestimation of the impact

on housing demand. An important factor is that EU immigrants often are willing to accept lower standards of housing and greater density of occupancy which means they may not be competing directly with other people in the native population. But their longer term needs might change over time if they stay in UK. They might in the longer term experience better employment and greater prosperity that might in turn mean they want to move up in the housing market. Their aspirations and lifestyles might change in the longer term.

Section 6.3 looks at planning priorities and raises the question about how well the planning system for housing can cope. “The Regional Planning System will need not only to increase the *level* of house building but also its *profile, density and affordability*; matching homes to the requirements and aspirations of local populations; evaluating alternative ways of making more efficient use of available land; and ensuring that issues of affordability are addressed through a redress of current issues of undersupply.”

All this suggests greater focus on one person household not just in response to the ageing population but also higher numbers of two bedroom properties that could reduce pressure on land requirements and achieve higher density developments.

## Age profile

Table 4: Over the period 2004-2029 there will be a significant growth in over 65s.

	65-79	Over 80
NY	57%	106%
Craven	57%	100%
Hambleton	64%	140%
Harrogate	59%	113%
Richmondshire	82%	150%
Ryedale	59%	121%
Scarborough	57%	87%
Selby	76%	132%

All Districts show significant increases in the over 65s but this is more marked in Richmondshire, Hambleton and Selby. It seems likely this will create particular pressure on the housing market and on social and health services, putting pressure on both services and budgets. This demand may have a knock on effect on the capacity of services to respond to the needs of new immigrants.

Most Districts expect modest growth in population in 50-59 age bracket over the period. Growth of younger age groups over the next twenty years will be much less than for other age groups. In Scarborough, Hambleton and Craven it is expected that there will be relative decreases in younger age bands (under 50s) whereas Richmondshire and to a lesser extent Selby are expecting more balanced growth

across all age groups. Harrogate is also expecting to see relative growth in the 50-64 year olds and 20-29 year old age bands. It is significant to note that in relative terms Harrogate, Richmondshire are expecting proportionately more growth from international than national inward migration in the next 20 years. This highlights one of the benefits that inward migration brings – a more balanced population profile.