Manchester City Region - Demand and Aspirations of Minority Ethnic communities
Final Report
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Executive Summary

Research Approach

This research has been undertaken to provide a basis for understanding the settlement patterns of new and existing Minority Ethnic communities within the Manchester City Region and the future trajectory of these trends.

A literature review and detailed analysis of Census data have helped to identify a number of areas where the scale of Minority Ethnic communities is growing. The Census data analysis indicates that this growth in the more settled communities is based on in-migration, as well as second and third generation growth. In areas such as central Manchester this growth is radiating outwards in a selective manner, increasing the Minority Ethnic population in some areas on the periphery of the existing communities. In other areas, such as Oldham or Rochdale, a growing population is currently constrained within a distinct geographical area, creating housing market pressures and intensifying problems of overcrowding.

As well as providing a profile of the work undertaken to understand Minority Ethnic needs across the City Region, the review of literature identified a number of key issues that particularly affect the housing market position of Minority Ethnic communities. These include changes in the function of social housing, the position of Minority Ethnic communities in the labour market and differences in the housing experiences of different Minority Ethnic groups.

A series of focus groups with residents and interviews with residents and stakeholders helped to explore the future aspirations in Minority Ethnic communities, the implications for the future profile of housing demand and the diversity of needs within and between communities.

Key findings

A fluid picture emerges from different aspects of this research, as generational differences, shifts in settlement patterns and changing demand for different tenures all contribute to a dynamic housing market.
There are important differences in the function and composition of those areas in the City Region where Minority Ethnic communities are concentrated. There is a north-south axis through the centre of the conurbation which has a long standing ‘reception area’ function. The mix of communities within this area is reflected in the Census data for both 1991 and 2001. In other parts of the City Region, such as some localities in the freestanding towns in the north of the area, major concentrations of one or two Minority Ethnic communities have emerged. However more recent migration patterns suggest that the profile of these communities is undergoing significant change. ‘Traditional’ Minority Ethnic neighbourhoods have also tended to act as a focus for new groups - both migrant workers and asylum seekers and refugees. This process has been driven by factors such as access to cheaper housing and the consolidation of cultural links. While this process has reinforced previous patterns of Minority Ethnic settlement in the City Region, it is also diversifying the ethnic profile in some of the freestanding towns, and this trend is likely to continue in the next few years.

Overcrowding has been identified as a particular problem in parts of Oldham and Rochdale, but it also affects a number of other areas across the City Region where there are established Minority Ethnic communities. Overcrowding results from a number of interacting factors: a lack of opportunities to move into larger properties to reduce occupancy rates, affordability constraints, household growth due to increased numbers of children, extended family arrangements. The practice of non-related adults sharing properties, and even bedrooms, to reduce unit housing costs has been noted as one response to these pressures, not least among recent ‘economic immigrants’ to the City Region. This tends to place even more pressure on those neighbourhoods with existing problems of overcrowding and poor quality stock.

The conurbation has attracted a large number of economic migrants in recent years, particularly from 2004 accession states of the European Union. This has had an impact on the dynamics of the housing market, particularly in those areas where relatively cheap private rented housing has been available. The impact has not only been felt in traditional Minority Ethnic reception areas but in other parts of the City Region, such as Wigan and Salford. The future patterns of settlement among migrant workers are still difficult to discern, although access to employment opportunities will clearly be an important influence on residential choice. To respond to these pressures, effective management and enforcement of standards in the private rented sector will be increasingly important.

The focus group research with residents showed the strength of their aspirations for home ownership, although they also recognised that this was an increasingly
unaffordable option. Given the poor quality of housing and neighbourhood in some areas of highest Minority Ethnic concentration, the need to develop low cost home ownership options as well as additional social rented housing is evident. It will also be important to identify, in conjunction with Minority Ethnic groups, the type and location of housing that could support movement from overcrowded neighbourhoods.

The Policy Framework

The description of localities, set out in the section, 'From Analysis to Intervention' provides a typology on which to base and develop our understanding of the operation of Minority Ethnic sub-markets and examines different trajectories of areas within the Manchester City Region. These locality descriptions are offered as a framework for taking forward local policy within neighbourhoods experiencing change. A multi-level approach will be required, with different levels of intervention appropriate at the City-Region, local authority and neighbourhood levels.

In responding to overcrowding and the growing affordability barriers to home ownership, it will be important to extend existing schemes that are supporting Minority Ethnic households to move to non-traditional areas. It will be essential that these are within reach of employment opportunities and cultural facilities if they are to be desirable to a critical mass of households. The future prospect of right to buy is attractive in terms of moves to social rented housing and there is a need to increase awareness of intermediate housing products and an opportunity to tailor these to the needs of Minority Ethnic households.

It will be important to provide a range of affordable housing options including both homes for rent and low cost home ownership. The research highlighted a lack of awareness and understanding of intermediate housing products. Attracting a community mix to new developments will be essential if these are to fulfil their potential as a catalyst for changing the current concentrations of particular communities within overcrowded housing and neighbourhoods. It will be vital to involve Minority Ethnic residents and stakeholders in decisions on the location and design of new developments.

Initiatives to tackle community cohesion in a positive way include developing community development strategies for different groups, including predominantly White British communities, and supporting Minority Ethnic groups to live in non-traditional areas. The dynamism of current markets and the policy commitment to support more mixed communities makes this an issue of relevance across the City
Region, not just in those districts with traditionally high Minority Ethnic populations. In terms of priorities, it is most sensible to focus initially on those neighbourhoods undergoing the most rapid transitions, especially where new in-migrants and established Minority Ethnic communities co-exist.

Looking forward

This research has confirmed the gap in knowledge in the City-Region about the different settlement patterns of smaller and newly formed Minority Ethnic communities and migration patterns since the 2001 Census. The literature review and discussion with stakeholders both indicated that the main drivers of change are migration by asylum seekers and refugees and, more recently, migrant workers. The data analysis presented in this report indicates the settlement patterns, of migrant workers in particular, may differ from those of more established Minority Ethnic communities. There is also an important knowledge gap about what happens to those asylum seekers who have been given leave to remain.

The housing needs of Minority Ethnic elders will become an increasingly important issue over the next decade. The research highlighted some generational differences between the expectations of older people and the residential aspirations of younger people. There is a need for more focused research in different Minority Ethnic communities on this issue, with implications for the future care and support needs of older people.

Interventions to support community cohesion and provide a range of housing options to meet the needs of all communities will have capital and revenue costs. However, the costs of not taking a pro-active approach may be considerably higher in the long term. Revenue resources will be required for neighbourhood management, enforcement and monitoring in the private rented sector and support for community development initiatives. There may be increased capital costs linked to the location of new development, in areas of high land values for example, or in the development of larger properties as well as integrating a range of tenures within new developments. For future investment it will be important to foster positive relationships with developers who can see the possible opportunities but may be worried about the scale of risk.

Inevitably many of the interventions will take place at the neighbourhood level and it is not possible in a report of this kind to provide an encyclopaedic assessment of every locality in the City Region. It should, however, be possible to identify in general
terms the types of neighbourhood that may benefit from a different mix of policies. The emerging needs of Minority Ethnic communities will therefore be recognised in the work underway on neighbourhood typologies and trajectories as well as within each of the Housing Market Assessments carried out for the Manchester City Region. Across the City Region trajectories of economic activity and household growth will need to be more closely aligned to achieve a better balance between the constraints of supply and new demand.
1.0 Introduction

This report has been commissioned as part of the Making Housing Count project in the Manchester City Region. It is part of a workstream which aims to understand the demands and aspirations of Minority Ethnic communities within the Manchester City Region.

This report is structured as follows:

- **Executive summary**
- **Scope and methodology**: places this report in the context of the Making Housing Count project and sets out the key research questions and approach to each of these.
- **The national context**: examines the literature and key data on changing national patterns of Minority Ethnic settlement.
- **Current issues in the housing market position of Minority Ethnic communities**: reports from the review of literature on those issues which are impacting on the housing market and sub-market for Minority Ethnic communities.
- **Shifting patterns of settlement in the Manchester City-Region**: sets out the Census analysis of change between 1991 and 2001 at a range of spatial levels and for different Minority Ethnic groups. This chapter also examines available data for the City-Region on Asylum Seekers and Refugees and on economic migration from the European Union.
- **Local Authority findings**: reports on the key findings from the review of literature provided by City-Region districts. This has included commissioned research as well as Housing and Minority Ethnic strategies.
- **Minority ethnic aspirations**: reports on the findings from the interviews and focus groups carried out with Minority Ethnic residents and stakeholders.
- **From analysis to intervention**: provides a typology for the classification of those neighbourhoods and localities within them that are experiencing Minority Ethnic population change.
- **Recommendations and conclusions**: sets out the policy implications, conclusions and suggested areas for further research.
Annex One

Definitions and technical background.

Annex Two

Table of neighbourhoods identified as experiencing change.

Annex Three

District profile of findings from research carried out within each City-Region Authority. These are based on a review of the information provided by each local authority.
2.0 **Scope and Methodology**

This workstream is one element that will contribute to the overall Making Housing Count project in the Manchester City Region. It is fundamentally linked to the other workstreams and will feed directly into policy development and the housing market assessments for the City Region. The future patterns of mobility and household formation and change among Minority Ethnic communities will have a crucial impact on future housing need and demand and this research identifies the areas where the effects are likely to be most marked.

The focus of the research is therefore to understand and account for the changing housing needs and aspirations of communities which may differ from historical pattern of mobility and household change. The research seeks to assess the main demographic, cultural and migration factors at play and how these will be affected by future economic growth in the City Region. It is important to focus on those groups and the localities which are likely to experience most change over the next ten to fifteen years. This aim is hampered by the lack of a firm and comprehensive evidence base about residential mobility and household formation in the City Region over the past five and a half years, since the 2001 Census. Nevertheless, the report identifies areas with settled Minority Ethnic communities, emerging communities and examines the impact of international migration, not least economic in-migration from European Union nationals and, as a distinct category, those from EU accession states. We recognise this encompasses a broader range of groups than are often covered in ‘traditional’ studies of Minority Ethnic communities.

A decision was taken by the Technical Sounding Board for this project not to include a review of Gypsy and Traveller housing needs and demand within the scope of this research.

The rationale of this strand of the research programme is therefore to:

- develop a greater understanding of the changing demands and aspirations of Minority Ethnic communities in the Manchester City Region;
- provide an analysis of an increasingly significant sector of housing demand in parts of the City Region;
- develop a better understanding of the impact of Minority Ethnic household growth to assist with housing and economic development strategies.
Accordingly the research seeks to:

- map the shifting patterns of Minority Ethnic settlement - through detailed Census analysis;
- anchor the interpretation of this Census analysis in a review of available literature;
- develop our understanding of the housing market characteristics and aspirations of Minority Ethnic communities through stakeholder interviews and a review of locally based studies and reports.

The methodology has addressed the key research questions framing this work stream, defined with the Technical Sounding Board as:

- What are the shifting patterns of settlement among Minority Ethnic households?
- What is the impact of those smaller Minority Ethnic communities who have in-migrated through the asylum system?
- What are the diversity of needs and demands within as well as between Minority Ethnic communities?
- To what extent is it possible to identify a distinct sub-market among Minority Ethnic households, how is this shaped and how does it link to wider regional and sub-regional markets?

The methodology used to examine each of these research questions is described below.

**What are the shifting patterns of settlement among Minority Ethnic households?**

Our starting point was the available Census data on ethnicity which were used to examine changing patterns of household location between 1991 and 2001. This analysis looked in detail at the patterns of movement of established communities with a view to understanding the extent to which some have been successful in securing access to higher value/better quality markets. Census data has been compared with wider markets data on house price change and indicators of deprivation.
Census data has been examined at ward and output area level for population and for households. It has been examined for a combination of Minority Ethnic groups as well as the individual categories within the Census.

**What is the impact of those smaller Minority Ethnic communities who have in-migrated through the asylum system?**

A review of available literature has been carried out in order to examine the impact of those recently established smaller communities, where many households have passed through the asylum seeker system and may have been relocated through the policy of dispersal. This literature review has also included a review of information which local authorities within the Manchester City Region have provided on the needs and impact of particular communities within their areas. This area of research is new and the body of existing literature is extremely limited. For this reason work carried out at national level or in areas outside the Manchester City region has also been examined.

**What is the diversity of needs and demands within as well as between Minority Ethnic communities?**

The literature review has also been used to examine the changing demands and aspirations of Minority Ethnic communities in the City Region. This has covered evidence provided by the local authorities through their local housing strategies as well as assessments of housing need and demand.

A series of focus groups and interviews have been undertaken in order to explore in more detail household aspirations in specific sub-markets. Interviews have been carried out with stakeholders in each local authority to test perceptions about changing Minority Ethnic housing needs at the local level. Interviews have been carried out with estate agents whose market includes areas experiencing change. Focus groups have been carried out with RSLs, Minority Ethnic residents and stakeholders.
To what extent is it possible to identify a distinct sub-market among Minority Ethnic households, how is this shaped and how does it link to wider regional and sub-regional markets?

The starting point for our assessment of Minority Ethnic housing markets has been small area level data analysis of clusters of Minority Ethnic communities and areas of change. Those wards and clusters experiencing significant change have been identified and assigned to the neighbourhood geographies agreed for use in the Making Housing Count Typology and Trajectory workstream. They form the building blocks of the Housing Market Assessments. It is important to note that the areas of change in some cases affect very specific neighbourhoods, or even parts of neighbourhoods, rather than the area as a whole. The NEAM\(^1\) model has been applied to identify the socio-economic characteristics of these areas with significant and changing Minority Ethnic populations.

The literature review and information provided by the local authorities has been used to identify particular gaps in the knowledge and understanding of Minority Ethnic communities and housing markets. A series of focus groups and in-depth interviews have helped to further develop our understanding of those sub-markets, and where there are currently gaps in evidence. This research will also guide the recommendations for future interventions in the City Region housing market.

First, we look at the national context in terms of the development and settlement of different Minority Ethnic communities in Britain over the last fifty years.

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\(^1\) Neighbourhood Economic Audit Model. NEAM is a Census based ward level model (developed by ECOTEC) purposely designed for social economic performance assessment and area profiling. Indicators relate to the economic base, labour market and social profile and the range of indicators can be used to benchmark wards, or collections of wards, across these domains.
3.0 National Context

3.1 Introduction

Throughout the course of British history a succession of population inflows of migrants has taken place, each making significant contributions to economic, social and cultural development. The in-migration of Minority Ethnic communities after the Second World War was primarily prompted by opportunities to take up employment in industries experiencing difficulties in recruiting sufficient labour from the resident population. Over the past fifty years, the population of households from Minority Ethnic communities has grown steadily, through successive generations of migrants and British–born families. By 1970 there were approximately 1.4 million people in Minority Ethnic communities and by 1991 this had grown to 3.1 million, or 5.5 percent of the population.

By the 2001 Census almost one in twelve persons was identified as a member of a Minority Ethnic community, totalling 4.6 million people, and forming 8.7 percent of the population of England and Wales and 5.6 percent in the North West region. The majority of today’s Minority Ethnic population are British-born, and in some cases are two, three or even four generations removed from their countries of ancestral origin.

3.2 National patterns of settlements

The post-war settlement patterns of Minority Ethnic communities were established by the large scale migration in the 1950s and 1960s, with first generation in-migrants settling in cities such as London, Birmingham and Manchester, and several other industrial towns, especially in the Midlands, West Yorkshire and Lancashire. In the main, these locations were associated with low and semi-skilled opportunities in manufacturing industries, the public services, transportation and some limited self-employment. In the North West there were particularly strong links between in-migration from the south Asian sub-continent and the cotton industry. Whilst patterns of employment have started to change for succeeding generations and for more recent in-migrants, Minority Ethnic communities continue to be clustered in the major cities and conurbations.

The map below illustrates those local authority districts where over ten percent of the population was classified as being a member of a Minority Ethnic community in 2001.
The map shows concentrations within Greater London, as well as reflecting relatively large Minority Ethnic populations in areas of the North West in Greater Manchester and Lancashire.

**Figure 3.1 Local authorities with a Minority Ethnic population over 10 percent 2001**

International migration to Britain has had a significant impact in recent years, especially on the major conurbations, because of their function as key employment centres. As with any historically informed understanding of immigration, these groups are not always easy to define in terms of ethnicity, religion or cultural tradition. Migrant workers from the European Union for example may include Portuguese, Polish, Lithuanian and Dutch Somali workers with different religions, language and cultural traditions. There are also different arrangements for the movement of labour from established EU countries and the more recent ‘accession’ states in the former Eastern Europe. They may or may not be distinguishable from the wider community.
in which they reside. This report is concerned with identifying the future housing needs and aspirations of these changing communities. It requires a focus on those areas where migration trends and patterns of settlement mean that anticipated future housing needs will be related to the demographic, social and economic characteristics of particular groups and the impact on specific localities.
4.0 Current Issues in the Housing Market Position of Minority Ethnic Communities

4.1 National Evidence on Housing Options

Different ethnic groups have different housing needs and experiences and it can be highly misleading to collapse the characteristics of different communities into more generic categories, simply by virtue of not being White British. A review of the national evidence base on Minority Ethnic housing circumstances undertaken for ODPM\(^2\) (as was), identified some overall differences between the characteristics of specific communities when compared to the White British population.

Members of Indian communities were, for example:

- more likely to be owner occupiers;
- less likely to have lower incomes;
- more likely to be overcrowded;
- more likely to live in poor housing and poor living conditions;
- more dissatisfied with their home; and
- more likely to want to move.

The review\(^3\) found that members of both Pakistani and Bangladeshi communities were:

- less likely to be owner occupiers;
- more likely to have lower incomes;
- more likely to be overcrowded, live in poor housing and living conditions; and
- considerably more dissatisfied with their home and to want to move.

The review found that on average the Black population was relatively disadvantaged compared with the White British and Indian population, but less disadvantaged than the Pakistani or Bangladeshi populations. They were:

- least likely to be owner occupiers;
- likely to have lower incomes;

\(^2\) Harrison and Phillips, ODPM, 2003
\(^3\) Harrison and Phillips, ODPM, 2003
• more likely to be overcrowded, live in poor housing and poor living conditions; and
• more likely to be dissatisfied with their home and to want to move.

In their review Harrison and Phillips suggest that:

“The separation of groups living in different localities in itself is not necessarily a bad thing. It is the continuing association between Minority Ethnic segregation and deprivation that is problematic”.

The extent of this association is strongest in respect of the Pakistani and Bangladeshi communities. For example, recent research into Muslim housing experiences\(^4\) found that housing stress was greater in these households, with 42 percent of all Muslim children (and 56 percent of Bangladeshi children) living in overcrowded homes compared to 12 percent of all children. It is the combined impact of segregation, deprivation and poor housing that is most likely to damage community cohesion.

People from Minority Ethnic groups are less likely to be homeless on the streets, but are over-represented among the homeless housed by local authorities. In many areas, there are growing needs for supported housing among older members of the community. At the other extreme, the preferences of newly forming households are often far less fixed than in previous generations and, while geographical proximity to religious, cultural and retail facilities may still be an important consideration, it is not necessarily the overriding issue. Research by Ashram Housing Association in Birmingham, for example, showed how many young south Asian people were keen to remain close to the ‘buzz’ of city centre life as well at this stage in their lives\(^5\). Typically, community level research on housing needs and aspirations has concluded that young people aspire to live in more mixed communities, while older people prefer to live in more ethnically defined communities, where they feel more comfortable and have developed support networks.

There is a limited amount of research on the responses and preferences of Minority Ethnic communities in areas undergoing regeneration and neighbourhood renewal. One important factor here is that in the past resources have often been targeted to council estates, where some Minority Ethnic groups were traditionally under-represented\(^6\). There are also often difficulties in engaging with the full spectrum of Minority Ethnic households in community-led programmes. As a result their social,
educational, housing and health needs may be overlooked as the programmes develop.

Some as yet unpublished work by the Centre for Regional, Economic and Social Research (CRESR) research team undertaking the national evaluation of the New Deal for Communities (NDC) programme has also produced interesting findings from the longitudinal household surveys being carried out through the course of the programme. A comparison of households living in NDC areas in 2002 and in 2004 showed that over the two year period, only 14 percent of those households who had moved out were from Minority Ethnic communities, compared to 22 percent of those who stayed in the area, and fully 36 percent of those who moved in to the areas during this period. The ethnic profile of these neighbourhoods will therefore change sharply if these trends continue over the next four years of the NDC programme (Cole et al, forthcoming).

4.2 Changing settlement patterns

Although there is limited evidence of a drift from large cities to smaller towns and to rural and semi-rural areas by Minority Ethnic households, there is still a marked over-representation in urbanised areas. Regional concentrations reflect the significance of larger cities, with 47 percent of all Minority Ethnic households in England and Wales living in Greater London (compared to 10 percent of all White British) and eight percent of all ethnic minorities living in the North West (compared to 13 percent of White British households).

There are significant differences in the settlement patterns between established Minority Ethnic groups, with the Black population, for example, being relatively concentrated in London, whilst Pakistani and Bangladeshi groups are more dispersed across the country (although in concentrated areas).

4.3 Dispersal patterns of newly arrived immigrants and asylum seekers

Home Office policy towards the dispersal of Asylum Seekers has meant that significant numbers of people have been housed in the North of England in the past five years, particularly in cheaper, low demand areas. Private sector housing providers, some of which are contracted to the National Asylum Support Service (NASS), have bought up large quantities of cheap, low demand properties in which Asylum Seekers are then housed. If Asylum Seekers are granted leave to remain, they are then required to leave NASS accommodation. Some then find their own housing solution, while others have to apply through the homelessness route.
Estimates on the numbers of refugees seeking asylum are notoriously inaccurate. Figures supplied to the Joseph Rowntree Foundation (JRF) by the Home Office (2004) suggested that applications in the UK peaked in 2002 at 84,130. In 2003, 18 percent of the 54,295 applicants housed in NASS accommodation were based in the North West. As a recent JRF report on the dispersal of Asylum Seekers confirmed, figures are very sketchy below the regional level; especially in terms of what happens to those given leave to remain. This lack of information also undermines the ability of service delivery agencies to intervene and support this group of people.

The organisation Migrationwatch UK has suggested that net international in-migration in the UK has been closer to 140,000 a year between 1996 and 2004, rather than the 65,000 a year the government assumed for housing demand projection purposes. Migrationwatch has also claimed that housing stock has fallen short of household formation by about 370,000 during this period, thus adding pressure on prices and affordability. It is claimed that 260,000 (70%) of this shortfall is caused by higher than average levels of in-migration.

However, the government has countered such claims, suggesting instead that the combined increase in the number of single person households and a fall in property completions are the key reasons for the pressure on the housing market. Over the last thirty years housing demand has increased by 30 percent, while property completions have fallen by 56 percent.

A recent review of the evidence base on immigration undertaken on behalf of JRF underlined the lack of evidence, knowledge and understanding about in-migrants who may be facing severe social and economic disadvantage. The impact of immigration on neighbourhoods is even more contested territory. There has also been no systematic review of services designed to support the process of in-migration at the local level to make it possible to evaluate their effectiveness.

It is suggested that the initial settlement patterns of established migrant communities continue to be reinforced by the arrival of family and friends. However, newly arriving migrant groups with less established settlement patterns are being drawn, or in the case of Asylum Seekers, directed, to a more diverse set of locations, usually driven by the availability of employment opportunities. The report confirms the typical

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7 University of Salford (2005) Learning to live Together: Developing communities with dispersed refugee people seeking asylum, JRF.
8 Government Spokesperson (19 June 2006) As reported by the BBC http://news.bbc.co.uk/1/hi/uk_politics/5092308.stm
picture of new in-migrant groups being housed predominantly in poor quality properties in deprived inner city neighbourhoods.

More positively, recent research findings\textsuperscript{10} show that in-migrants have made a strong contribution to the local and national economy, as well as the cultural and social fabric of towns and neighbourhoods. The arrival of new communities has also assisted in the revitalisation of some neighbourhoods, for example, in Housing Market Renewal or other low demand areas.\textsuperscript{11}

4.4 Central and Eastern European Migrants in Low Wage Employment in the UK\textsuperscript{12}

The migration of Central and Eastern Europeans to the UK is not, of course, a new phenomenon. Many cities have small but established communities, for example, of Polish and Ukrainian in-migrants, dating back to before the Second World War. However, the accession of some Eastern European countries to the EU in 2004 has brought substantial levels of new in-migration. The employment situation of these more recent communities affects their housing position. Many are employed in low paid jobs, with long basic hours. Migrants said that European Union enlargement had improved working conditions, but that it had become harder to keep existing jobs and that seeking new jobs had become more difficult.

One study\textsuperscript{13} found that many student visa holders and au pairs were working more hours than permitted, or were in non-permitted employment. Employers stated that they had difficulties in the recruitment of suitable people for the jobs because of long hours, low pay or status and physical demands. They valued migrants as high-quality workers who would undertake low skilled work and most admitted employing migrants outside the legal limits of their immigration status. Most employers thought that enlargement of the EU had been good for business, with 90 percent saying they now had a larger pool of labour to draw on\textsuperscript{14}.

4.5 Market Position of Minority Ethnic Groups

At the time that significant Minority Ethnic labour immigration commenced, few policy makers were directly concerned with the long term economic, political or social

\textsuperscript{10} Ibod (p.g. 33)
\textsuperscript{11} Refugee Council, 2002; Carter and El-Hassan, 2003; Thomas,2003; Casey et al., 2004; Kidd, 2004; Sriskandarajah et al, 2005; Ecotec, 2006
\textsuperscript{12} COMPAS (April 2006) Fair enough? Central and East European Migrants in low wage employment in the UK, JRF
\textsuperscript{13} Ibid p.g. 1
\textsuperscript{14} Ibid p.g. 5
consequences. In fact, many assumed that the initial flows could be easily regulated and were not necessarily a permanent feature. Fifty years on, Minority Ethnic communities account for over seven percent of the population in the labour market (slightly lower than their representation in the general population). However, the labour market attainments of ethnic minority groups are comparatively poor when measured against four key indicators:

- **employment/unemployment rates** – members of Minority Ethnic communities have consistently experienced unemployment rates twice those of their White British counterparts;

- **earning levels** – whilst a quarter of White British households have incomes at or below national average, four-fifths of Pakistani and Bangladeshi households, and approximately two-fifths of other Minority Ethnic households, have incomes at this level;

- **occupational attainment/progression in workplace** – overall, White and Indian men have maintained similarly high rates of occupational attainment. With the exception of the Chinese, members of the remaining Minority Ethnic groups have lower proportion gaining professional/managerial employment;

- **levels of self employment** – the rate of self employment among Minority Ethnic communities has tended to be high. Whilst Pakistani and Indian men have higher rates of self employment than their White British counterparts, self employment rates within the African/Caribbean group, by contrast, have been consistently lower than all other Minority Ethnic groups.\(^{15}\)

These general trends in labour market and housing market position, however, can be misleading by concentrating on the ‘average’ outcome. This tends to underrepresent the growing diversity of experiences and aspirations within and between different Minority Ethnic communities\(^{16}\), rendered more complex by shifting age, gender and class identities.

There is evidence which suggests a strong correlation between employment status and the type of housing occupied. People with low labour market attainment tend to

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\(^{15}\) ECOTEC (2005) Minority Ethnic Housing in the West Midlands., research undertaken on behalf West Midlands Minority Ethnic Housing Network and the West Midlands Regional Assembly (p.g. 5)

\(^{16}\) Ibid p.g. 5
be concentrated in certain kinds of housing, particularly social housing and poor quality private housing. According to the 2001 Labour Force Survey, four-fifths of owner occupiers are in work, but less than half of those in social housing are employed. The comparatively poor labour market performance of Minority Ethnic groups means that some communities, such as the Black Caribbean population, are over-represented in social housing while others - such as those from Pakistani and Bangladeshi groups - are over-represented in poor quality private housing. Much policy attention has been devoted to the social housing sector, as it is more straightforward to intervene, to direct investment in particular ways, to change management practices if necessary and to use different levers to change the balance of opportunities for Minority Ethnic groups. A more complex array of measures would be required to make an impact in the owner-occupied and private rented sectors, and this will form part of neighbourhood-wide programmes developing across the different workstreams of this programme.

4.6 The Changing Face of the Social Housing Sector

The social housing sector in Britain has been in a state of constant flux for nearly thirty years now, and the shift towards a more diverse sector and a smaller direct role for local authorities is likely to intensify with the recent announcement of the ‘fundamental review’ to be undertaken by Professor John Hills. The title of the review ‘Social housing – a ladder to home ownership’ underlines the extent to which the current government views the sector as providing mainly a transient role for households at a particular stage in the life cycle, rather than offering a permanent housing solution, as in the past.

For Minority Ethnic communities the impact of specialist associations within the sector has provoked considerable debate in terms of whether they provide a supportive option for otherwise vulnerable groups, or reinforce racial divides within communities. As a recent article\(^{17}\) in Inside Housing noted, "some (Housing Associations) do feel they might lead to segregation and be counterproductive by creating unmixed communities."

Nevertheless, while many people from Minority Ethnic groups may choose to live closely connected to others of a similar culture and religion, there are countervailing trends as well. Both Rochdale and Oldham Districts, for example, have pioneered an approach of giving support for members of specific Minority Ethnic groups to move into areas that were formerly dominated by White British households. Minority Ethnic

\(^{17}\) Paul Humphries (10 March 2006) Culture Club, Inside Housing
housing associations have also played a positive role here, and they can help local authorities develop more culturally sensitive strategies by identifying the needs of different Minority Ethnic groups in a more nuanced manner\textsuperscript{18}. While one can cite examples where specialist housing associations have created a demand for previously unlettable properties\textsuperscript{19}, clearly there are also potential risks that ‘two tier’ rented markets may open up, compounding processes of segregation.

The local authority sector has also been transformed by the extension of stock transfers, tied to the release of additional investment in order to achieve the decent homes standard. While it is acknowledged that stock transfers should include an impact assessment on Minority Ethnic communities and also review issues about their capacity to be involved in the process, this is still more of a hope than a reality in most local cases, and the role of specialist associations remains fairly marginal, as indicated in an ODPM review\textsuperscript{20}.

Arm’s-Length Management Organisations (ALMOs) have been developed as an alternative to full transfer of ownership. Tenants have an input into the company and can be involved in decisions about the management of stock. Representatives from Minority Ethnic communities can play a crucial role in supporting measures to encourage households to live in ‘non-traditional’ areas that they may not have previously considered safe. Successful interventions along these lines can be identified, and changes to stock management and ownership can act as a catalyst for change\textsuperscript{21}. It may also open up the range of local housing options for certain communities.

The development of the Decent Homes Standard has undoubtedly improved dwelling conditions in the public sector, after years of under-investment, and there are signs that social housing is enjoying renewed popularity because of the improved ‘offer’, especially in tighter housing markets. Innovative or informal methods of consultation may be required to make contact with Minority Ethnic communities so that wider issues can be addressed while Decent Homes programmes are under way. Issues such as the development of homes of an appropriate design and mix can be brought into areas seeking to match supply to community needs and aspirations. Responses can be made to community concerns such as racism and support and ways of involving asylum seekers and refugees can also be reviewed during this process\textsuperscript{22}.

\textsuperscript{18} ibid p.g. 20  
\textsuperscript{19} ibid p.g. 41  
\textsuperscript{20} MDA (June 2004) Minority Ethnic Housing Associations and their role in local authority stock transfers  
\textsuperscript{21} ibid p.g. 18  
\textsuperscript{22} ibid p.g. 7
In short, the tangible gains of improving the bricks and mortar of properties in the public sector can be used to engage members of Minority Ethnic communities in a more positive way across a broader canvas of concerns and aspirations about living in their neighbourhood.
5.0 Shifting Patterns of Settlement in the Manchester City-Region

Analyses of population and household data from the 1991 and 2001 Censuses have been carried out. These have examined change in the overall Minority Ethnic population and for those groupings where meaningful comparison can be made between 1991 and 2001 for population and for households.

5.1 National change

The Office of National Statistics reports\textsuperscript{23} that national comparisons between the 1991 Census and 2001 Census show that the proportion of Minority Ethnic groups in England rose from six percent to nine percent - partly as a result of the addition of ‘Mixed ethnic’ groups in 2001.

The Office for National Statistics states that there were increases in each of the Asian ethnic groups in England and increases in the proportion of Black Caribbean and Black African people. However, the proportion in the Black Other category fell. Some of these people in 2001 may have ticked Mixed White and Black Caribbean or Mixed White and Black African. The proportion of Chinese people rose from 0.3 percent in 1991 to 0.4 percent in 2001.

The numbers of people in ‘Other ethnic’ groups fell - some people may have classified themselves as ‘Mixed’ in 2001.

5.2 City Region Analysis

Local authority level Census data for the City Region shows a non white Minority Ethnic population of 7.4 percent at 2001. If ‘white Irish’ and ‘white other’ are included in the Minority Ethnic total this percentage rises to 10.2 percent across the City Region. The distribution of the Minority Ethnic population varies across the City Region with the highest percentages at the local authority level (of all groups excluding white British) in Manchester (25.5%)\textsuperscript{24}, Oldham (15.6%), Rochdale (13.9%) and Trafford (13%). In contrast Congleton (2.7%), Vale Royal (2.6%) and Wigan (2.4%) had much lower proportions of Minority Ethnic residents. The non white

\textsuperscript{23} ONS – Census 2001 Commentaries, Ethnicity and Religion
\textsuperscript{24} Based on Manchester’s initial published figure
population of Congleton, Vale Royal and Wigan is less than 1.5 percent, as it is for High Peak.

The map shows the percentage of the non-white population at output area level for the City Region at the 2001 Census. Clear clusters of output areas can be observed where over 10 per cent of the population was recorded as non white.

Areas with significant ethnic minority concentrations include a spine spreading north and south from the regional centre. This City Region cosmopolitan spine has at its core the cosmopolitan spine identified in the Research Foresight and Intelligence work commissioned by the Manchester Salford Pathfinder. A number of the former Lancashire towns can also be observed with significant minority ethnic concentrations, notably Bolton, Bury, Rochdale, Oldham, and Ashton-under-Lyne.

The literature review confirmed that the most significant impact of international migration in recent years has been observed in the major conurbations linked to their role as key employment centres. Given this, it is anticipated that trends since 2001 will have increased the proportion of ethnic minorities in the areas of the city region highlighted on the map with significant Minority Ethnic populations in 2001.

Of the Census categories for 2001 the largest Minority Ethnic group in the City Region was Pakistani, representing 2.4 percent of the City Region population. This was followed by White Irish (1.5%), ‘White other’ (1.3%) and Indian (1.2%).

The local authority district level data shows a two percentage fall in the numbers of the white population between 1991 and 2001. There was also a fall in the number within the Other ethnicity category, which is likely to be the result of changes to Census classification described above, giving additional options in 2001. There was a six percent fall in the black population across the City Region. There were increases in population in the other ethnic categories. These were highest within the Bangladeshi (74 percent increase), ‘Other Asian’ (72 percent increase) and Pakistani (52 percent increase) populations. In numeric terms the largest increase was within the Pakistani population, which grew by 26,532 in the decade across the City Region. This was followed by Bangladeshi (9,014 increase) and Indian (6,467 increase) populations.
Figure 5.1 Minority Ethnic population in the City Region – 2001 Census
At a district level the following local authorities have been identified where changes in the Minority Ethnic profile can be noted, based on Census data from 1991 and 2001:

- Rochdale
- Bolton
- Bury
- Oldham
- Manchester
- Stockport
- Trafford
- Tameside

5.3 Spatial Analysis

The detailed methodology for this analysis is described in the technical appendix (Appendix One). This data has been mapped at ward level and at the lowest level available geography, Enumeration District level for 1991 and Output Area for 2001. Although these two geographies are not directly comparable these analyses have enabled us to examine broad patterns of change or stability in the distribution of the Minority Ethnic population and elements within this. It is recognised that Census data relates primarily to the more established Minority Ethnic population and that due in particular to international migration there have been changes since 2001. These have had more of an impact in some areas of the City Region than in others. This section looks at settlement patterns reflected in the Census data and the implications arising from them.

It is important to note that the distribution of different Minority Ethnic communities varies across those areas identified as having a significant proportion of Minority Ethnic residents. In some areas one minority ethnic group is predominant whereas in others the pattern is more mixed. The map on the next page illustrates those areas with a Minority Ethnic population of over 20 per cent and identifies the output areas where this Minority Ethnic population comprises more than 50 per cent of one population group.
Figure 5.2 Location of Minority Ethnic Communities
Those areas which do not have a Minority Ethnic Population representing more than 50 per cent of the population but do have a Minority Ethnic population of over 20 per cent are shown as 'mixed'.

Areas where the black population represents more than 50 per cent of the minority ethnic community can be identified in Manchester and Trafford. Outside of these output areas the central city region area shows a Minority Ethnic population which is largely mixed or where the Minority Ethnic community is primarily Pakistani. There are a number of small areas within this central spine however where the Bangladeshi or Indian population makes up the largest Minority Ethnic group.

An Indian population can be observed as the largest Minority Ethnic group within parts of Bolton and Tameside, as well as a small area in the south of the Trafford local authority.

There are a significant number of output areas where over 50 percent of the Minority Ethnic population is Pakistani and these can be identified as clusters within Manchester, Bolton, Bury, Rochdale, Oldham and Tameside local authorities.

Concentrations of the Bangladeshi population can be observed in Rossendale, Rochdale, Oldham and the Hyde area of Tameside.

The literature review highlighted research on some of the differences in characteristics between minority ethnic groups – for example Indian households are more likely to be owner occupiers and Pakistani and Bangladeshi households are less likely to be owner occupiers than the white population. It will be important to recognise the impact of such differences on the approach to areas where the population is mixed or predominantly comprises one Minority Ethnic group.

5.3.1 Comparisons between 1991 and 2001 – Ward Level

The map on the next page shows those wards with a significant Minority Ethnic population (over 10 percent) in 1991 and in 2001.
Figure 5.3 Wards with over 10% Minority Ethnic Population 1991 and 2001
The Minority Ethnic ranges are at Ward level. Those with less than 10 percent Minority Ethnic in 1991 and more than 10 percent Minority Ethnic in 2001 are labelled. These include a number of wards where the Minority Ethnic population has increased from less than 10 per cent to over 20 percent (Hulme in Manchester, Alexandra in Oldham and Central in Bolton) and in Derby Ward in Bolton the Minority Ethnic population has increased to just over 50 per cent by 2001.

There are an increased number of wards where the Minority Ethnic population exceeded 10 percent in 2001. The 'Cosmopolitan Spine' of Manchester identified in the Manchester Salford Pathfinder 'Research Foresight and Intelligence' research can be clearly identified and is extending into the Four Heatons neighbourhood of Stockport and into parts of Trafford to form a cosmopolitan spine that could be considered city-regional. The town centre and surrounding areas of Bolton, Oldham and Rochdale have a number of wards with over 10 percent in Minority Ethnic communities. Ashton Town Centre and Hyde in Tameside as well as wards in Bury and Rossendale also have over 10 percent Minority Ethnic representation.

5.3.2 Comparisons between 1991 and 2001 – small area level

The breakdown of the Minority Ethnic population has been further examined at a output area (2001) and enumeration district (1991) level. The maps below show this lower level Census data for those categories where comparisons can be made between the two Censuses. The following headings have been used:

- Black – (Black British, Black African, Black Caribbean, Black Other)
- Asian – Pakistani
- Asian – Bangladeshi
- Asian – Other Asian
- Asian - Indian
- Chinese

These have been based on the categories as set in the ONS guidance for comparing Census categories.⁵⁶

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⁵⁶ ONS – A guide to comparing 1991 and 2001 ethnic group data
The differences in settlement patterns for each are described.

5.3.3 Black population

The Black population (comprising black British, African, Caribbean and Black Other) is one percent of the City Region population. The highest proportion is in Manchester, with 4.5 percent of the population and 17,735 residents. This is followed by Trafford, with 1.9 percent of the population. No other local authority in the City Region has more than one percent of the population classified as black in 2001.
Figure 5.5 2001 Black Population

Total Black Population in Reference Area by Census Output Area 2001
The main concentrations of the Black British, African and Caribbean population are within the Hulme, Ardwick and Rusholme and Moss Side neighbourhoods of central Manchester as well as in the Old Trafford neighbourhood. The spatial distribution in 2001 is broadly similar to that in 1991 in City Region terms but additional concentrations can be identified in output areas on the periphery of the 1991 cluster, indicating increases in this population in the Old Trafford neighbourhood and within a number of areas of Manchester in neighbourhoods South and East of the cluster.

5.3.4 Indian population

The Indian population was 37,724 in 2001, representing 1.2 percent of the City Region population. The local authority with the largest number and largest proportion of Indian residents in the City Region was Bolton with 6.1 percent of the population (15,881 residents).
Figure 5.6 1991 – Indian Population

Total Indian Population in Reference Area by Enumeration District 1991
Figure 5.7 2001 – Indian Population

Total Indian Population in Reference Area by Census Output Area 2001

Total Indian Population
by GOA
- 300 to 400 People
- 200 to 300 People
- 100 to 200 People
- 50 to 100 People
- 20 to 50 People
- 0 to 19 People
- 0 People

Local Authority Area
Neighbourhoods

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In 1991 concentrations of the Indian population can be observed in Chorlton, Old Trafford, Ashton, Oldham West and the Bolton neighbourhoods of South and Great Lever, Central and Breightmet with some in parts of the surrounding neighbourhoods of Westhoughton and Hulton, Horwich and Lostock and Bradshaw and Egerton.

In 2001 clusters are still evident in these areas, with the major cluster of output areas still in Bolton. There are a number of output areas dispersed across a range of local authorities where the 2001 data indicates an increase in the Indian population in that area. This includes areas within the Four Heatons and Cheadle neighbourhoods of Stockport, Stalybridge in Tameside, Chadderton in Oldham and Broughton and Irwell in Salford, Hale Bowdon and Dunham in Trafford, Wigan North in Wigan as well as the West and Great Sankey neighbourhood in Warrington.

The increase in the Ramsbottom neighbourhood has been confirmed by the Local Authority as an anomaly, due to a Muslim college that was counted in the 2001 Census. As such it does not represent a permanent increase in settlement of the Indian population.

The Indian population (nationally) has historically had a more affluent profile than the Minority Ethnic population of Pakistani or Bangladeshi origin. This has been associated with different patterns of employment and migration. The 2001 Census data in particular indicates an Indian population which is primarily resident in those areas where there are also concentrations of other groups from the Indian sub-continent. However, there is also a small but significant population in a more diverse range of areas across the City Region than for the Pakistani or Bangladeshi population illustrated in the maps below. This includes some very high value areas. Hale, Bowdon and Dunham in Trafford for example is the neighbourhood with the profile of highest value house sales in the City Region.

In absolute terms the highest increases in the Indian population were, as would be expected, in those local authorities with the highest established population. In Bolton the Indian population increased by 2,525 and in Manchester 1,308. However, Tameside did not follow this pattern, with a slight fall in the Indian population despite having the third highest Indian population in the City Region in 2001. In percentage terms the biggest increases in the Indian population were in Bury (59 percent increase), and Trafford (44 percent increase). Macclesfield, Stockport and Wigan also had increases of 35 percent or more. Of these areas only Trafford had an existing Indian population of over 1,500 in 1991 with percentages relating to much smaller numbers in the other local authorities.
5.3.5 Pakistani population

The Pakistani population represents the largest non-white Census category in the City Region with over 77,000 people classifying themselves as Pakistani. The local authority with the highest proportion of Pakistani residents in the City Region is Rochdale (7.7 percent) followed by Oldham (6.3 percent) and Manchester (5.9 percent). In 1991 this group is clearly clustered within identifiable areas of Bolton, Bury, Rochdale, Oldham, Tameside and Manchester’s ‘Cosmopolitan Spine’, extending into parts of Stockport and Trafford. There are is also a small Pakistani population within the Haslingden neighbourhood of Rossendale.

The increase in the Pakistani population between 1991 and 2001 was 26,532 or 52 percent across the City Region.
Figure 5.8 1991 – Pakistani Population

Total Pakistani Population in Reference Area by Enumeration District 1991
Figure 5.9 2001 – Pakistani Population

Total Pakistani Population in Reference Area by Census Output Area 2001
The 2001 map shows that the main concentrations of this community are still within very similar geographical areas to 1991 i.e. the ring around Rochdale Town Centre, parts of Oldham East and Oldham West, Ashton, areas south of Bolton Town Centre. Within Manchester there are communities in Cheetham and Crumpsall, Fallowfield and Whalley Range, Levenshulme and Longsight, and in areas of the Withington and Burnage, Gorton and Hulme neighbourhoods. This band extends west into the Old Trafford neighbourhood and south into parts of the Four Heatons and Cheadle. There is also a cluster of the Pakistani population in the Central Salford neighbourhood that was not evident in 1991.

The increase in the Ramsbottom neighbourhood has been confirmed by the Local Authority as an anomaly due to the Muslim college, as noted earlier. As such it does not represent a permanent increase in settlement of the Pakistani population.

Given the growth in this population, the spatial distribution has remained relatively constrained, inevitably leading to increased housing pressure within a number of key areas. The reasons for this are further explored in the literature review, stakeholder interviews and focus groups. However, the outcomes are a number of neighbourhoods with overcrowded housing and significant pressure on services. There is a strong correlation between these areas and those displaying indications of poor quality housing based on the Census, such as lack of central heating and higher levels of people per room.

A number of policy initiatives have been trialled by local authorities to support Minority Ethnic communities, not just Pakistani households, in accessing housing in non traditional areas. For example, Rochdale has successfully increased the population mix within neighbourhoods adjacent to the traditional Minority Ethnic cluster by offering housing opportunities and support to households. The impact of these initiatives is expected to be reflected in more recent data than the Census.

5.3.6 Bangladeshi population

The Bangladeshi population in the Manchester City Region represents 0.7 percent of the population with high concentrations in a number of specific areas. In 2001 the local authority with the highest proportion of Bangladeshi residents in the City Region was Oldham (4.5 percent) followed by Rossendale (1.3 percent) and Rochdale (1.3 percent).
Figure 5.10 1991 – Bangladeshi Population

Total Bangladeshi Population in Reference Area by Enumeration District 1991

Total Bangladeshi Population by EU
- 400 to 535 People
- 200 to 400 People
- 100 to 200 People
- 1 to 100 People
- 0 People

Local Authority Area
Neighbourhoods
Figure 5.11 2001 – Bangladeshi Population

Total Bangladeshi Population in Reference Area by Census Output Area 2001

Total Bangladeshi Population by C/OA

- 300 to 842 People
- 200 to 300 People
- 100 to 200 People
- 1 to 100 People
- 0 People

Local Authority Area
Neighbourhoods

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In both 1991 and 2001 smaller Bangladeshi communities were also present in parts of Levenshulme and Longsight, Hyde, Oldham West and Rochdale North. The 1991 Census also indicates a small cluster in the centre of Rawtenstall in the Rossendale district. By 2001 the Bangladeshi community had increased in Rawtenstall, although a larger increase was noted in the Haslingden neighbourhood.

5.3.7 Other Asian population

The number of people in the Manchester City Region describing themselves as ‘Other Asian’ on the Census return was 5,504 (0.2 percent) in 1991 and 9,458 (0.3 percent) in 2001. Additional options in terms of the Census categories introduced in 2001 may have had an impact on the way individuals were classified, for example the ‘mixed’ options introduced in 2001.
Figure 5.12 1991 – Other Asian Population

Total Other Asian Population in Reference Area by Enumeration District 1991

Total Other Asian Population by EU
- 50 to 100 People
- 25 to 50 People
- 1 to 25 People
- 0 People

Local Authority Area
Neighbourhoods

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Figure 5.13 2001 – Other Asian Population

Total Other Asian Population in Reference Area by Census Output Area 2001
The ‘Other Asian’ population is primarily concentrated within those output areas that have significant levels of Asian Minority Ethnic communities in the Pakistani and Bangladeshi categories. The 2001 data demonstrates a small cluster of ‘Other Asian’ population in the Eccles neighbourhood. There is a longstanding Yemeni population in this area. The focus group research indicates that the Yemeni population in this area has increased, largely through in-migration, in recent years.

5.3.8 Chinese population

The Chinese population in the Manchester City Region was 9,514 (0.3%) in 1991 and 13,815 (0.4%) in 2001.
Figure 5.14  1991 – Chinese population

Total Chinese Population in Reference Area by Enumeration District 1991
Figure 5.15  2001 – Chinese population
The Chinese population can be seen in 1991 concentrated in the City Centre, where there is a distinct and vibrant China Town as well as along Ashton New Road in the East Manchester neighbourhood and in the centre of the Gorton neighbourhood. There are a small number of individual Enumeration Districts with a Chinese population of over 30 recorded. These are in the Blackley, Prestwich and Rusholme and Moss Side neighbourhoods, all within the broad cosmopolitan spine localities. By 2001 there are a number of output areas where the Chinese population had increased to over 100 and up to 227 people within the output area. These include concentrations in the City Centre, Hulme and Rusholme and Moss Side neighbourhoods, as well as a single output area in the Broughton and Irwell neighbourhoods.

5.3.9 Further Census analysis

There are a number of other Minority Ethnic categories where direct comparisons between the 1991 and 2001 Census cannot be made. However, as part of the analysis ECOTEC has mapped households and population for all the 2001 and 1991 Census categories.

The Census categories for the Irish population were different in 1991 and 2001. For the first time in 2001 the option of Irish as an ethnic category was given. In 1991 the Irish population was based on those who gave Ireland as their country of birth. However, the maps below show a similar distribution of the concentrations of Irish population within the City Region, indicating that a significant number of those classifying themselves as Irish in 2001 were first generation Irish residents. The Irish population in 2001 represented 1.5 percent of the City Region population representing the second largest non British group (after Pakistani – 2.4 percent).
Figure 5.16  Population born in Ireland – 1991
Figure 5.17 Irish population – 2001

Total Irish Born Population in Reference Area by Census Output Area 2001

Total Irish Population by CUA
- 25 to 50 People
- 1 to 25 People
- 0 people

Local Authority Area
Neighbourhoods

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The maps indicate a spread of the Irish population across most of the City Region with the exception of areas in High Peak. However, the concentrations of those classifying themselves as "born in Ireland" (1991) or Irish (2001) closely mirror the centre of Manchester’s ‘cosmopolitan spine’ confirming the role of these neighbourhoods as established reception areas for a broad range of Minority Ethnic groups that are "non White British".

The addition of new categories in the 2001 Census means that nationally those classifying themselves within the ‘Other ethnic’ group fell. In the City Region as a whole there were 14,209 people in the Other category in 1991 and 8,218 (0.3 percent) in 2001. This change in classification and concomitant national fall in numbers means that direct comparisons of the data cannot be made between the two decades. However, the maps below indicate where there were concentrations of people classifying themselves as Other in 1991 and in 2001.

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27 ONS – Census 2001 Commentaries, Ethnicity and Religion
Figure 5.18  1991 population with ethnic group Other

Total Population with Ethnic Group Other
in Reference Area by
Enumeration District 1991
Figure 5.19 2001 population with ethnic group Other
In 1991 small concentrations of up to 80 people in the Other classification can be observed in Enumeration districts within the Broughton and Irwell, Rusholme and Moss Side, Hulme, Old Trafford and the Didsbury neighbourhoods. A broadly similar pattern can be observed in the spatial distribution in 2001 with a notable concentration in the city Centre neighbourhood that was not present in 1991.

Additional categories used in the 2001 Census but not comparable with 1991 record the Mixed and Other White population. The maps below show the distribution of these at output area level across the City Region.

The mixed population is spread in small numbers across the City Region with concentrations in the centre of Manchester’s cosmopolitan spine. Clear concentrations can be observed within the neighbourhoods of Cheetham and Crumpsall, City Centre, Hulme, Rusholme and Moss Side, Fallowfield and Whalley Range, Chorlton, Levenshulme and Longsight as well as Gorton.
Figure 5.20 2001 – Mixed population

Total Mixed Population in Reference Area by Census Output Area 2001
Figure 5.21 2001 – White Other Population

Total Other White Population in Reference Area by Census Output Area 2001
The ‘White Other’ population is spread across a number of areas in the City Region although there are areas notably the more rural parts of High Peak and Macclesfield where this is not the case. Concentrations of over 100 and up to 242 ‘White Other’ people within Output Areas can be seen in a small but distinct corridor spanning the City Centre, Hulme and the Rusholme and Moss Side neighbourhoods.

5.3.10 Summary of Census analysis

In summary the GIS analysis of Census data indicates a City Region with a diverse Minority Ethnic population. In small numbers this population is spread in areas across the City Region although there are a number of localities, particularly in more rural areas, where there is no discernible diversity.

There are clear concentrations of the Minority Ethnic population. The largest of these is along the ‘cosmopolitan spine’ of the city-region, focussed on Manchester and extending into parts of Stockport, Trafford and Bury. The other major concentrations are within the City Regions northern centres; Bolton, Oldham, Rochdale, as well as Ashton under Lyne and Bury. These reflect historic patterns of immigration, largely associated with the cotton industry. These areas have a different profile to the cosmopolitan spine, being overwhelmingly groups with their origin in the Indian sub-continent. The cosmopolitan spine differs in containing significant numbers of Black, Mixed, Chinese and Other categories as well as Pakistani and Indian residents and a small number of Bangladeshi households in the Levenshulme and Longsight neighbourhood.

The cosmopolitan spine looks to be consolidating as the overall Minority Ethnic population increases within it as well as extending into areas of Trafford and Stockport. These areas where it has extended can be characterised as having a similar housing profile with a predominantly Edwardian fabric and high levels of owner occupation and private renting.

The map below illustrates this showing the levels of private renting across the City Region.
Figure 5.22 Proportion of private rented properties – 2001 Census

Percent Private Renting - Census 2001

% Private Rented
Census Output Area
- 0 to 0
- 0.1 to 10
- 10 to 20
- 20 to 50
- 50 to 100
These areas have also been identified by the respective boroughs as areas with a
diverse mix of cultural and retail provision from specialist shops to bars and
restaurants. This is likely to be attributable partly to an increasingly diverse ethnic
profile but the attractiveness of these areas to more mobile, younger, professional
households may also reinforce their attraction as safe and desirable areas for a
diverse range of Minority Ethnic groups.

Within the settled Minority Ethnic communities in the City Region’s more northern
townships the settlement patterns are broadly similar in 1991 and 2001. Given the
overall increases in the Minority Ethnic population this indicates a significant increase
in pressure on housing within a number of tightly constrained areas. Initiatives to
provide a range of suitable housing within these areas, as well as to encourage and
support mobility into more peripheral parts of these areas, will be increasingly
important. Evidence from the literature review, stakeholder interviews and focus
groups indicates that growth in these communities is linked not only to indigenous
population growth but to international migration, often based on direct family links,
from the countries of origin.

The map below shows those recorded as born outside the UK at the 2001 Census.
Figure 5.23 Population born outside the UK – 2001

% Born outside UK (2001)
5.4 **Trends post 2001**

Appendix Two provides a table of those City Region neighbourhoods where changes in the Minority Ethnic population based on Census data can be identified.

An examination of RSL Core data has enabled us to take a more in depth look at trends in the social rented sector since 2001. The Core lettings log is completed each time an RSL completes a new letting of a property. Core logs from 2001 to 2005 for the Manchester City Region have been analysed for general needs lets. The maps below show the areas where lettings to 'non-white' categories were over 25 per cent in the periods 2001 to 2003 and 2003 to 2005.
Figure 5.24 RSL lettings to non-white heads of household 2001 - 2003
Figure 5.25 RSL lettings to non-white heads of household 2003 - 2005

Lettings to Non-whites 2003-2005
(CORE Data)
It can be observed that those neighbourhoods with the highest proportions of lettings to households categorised as non white were primarily within those neighbourhoods with significant existing Minority Ethnic populations. In 2001 to 2003 the neighbourhoods with the highest proportion of lettings to non white households were the Ardwick and Rusholme and Moss Side neighbourhoods, where 64 percent of lettings were to non white households. In the 2003 to 2005 period these two neighbourhoods still have the highest proportion of lets to non-white households. The Bramall neighbourhood had 29 percent of lets to non-whites but this is based on a small overall number of lets within the neighbourhood.

In the Rochdale South the proportion of lets to non-white households increased from 13 per cent in 2001 to 2003 to 27 percent in the period 2003 to 2005. This may be a reflection of policy initiatives to increase housing choices for Minority Ethnic residents and in particular the take up of social rented housing in areas adjacent to the main concentrations of Minority Ethnic households in Rochdale.

Letts to non-white households within the City Centre neighbourhood increased from 28 percent to 37 percent between the two periods. There was also a significant increase in the Gorton neighbourhood of Manchester, with lets to non white households rising from 18 percent in 2001 to 2003 to 25 percent for the period 2003 to 2005.

In addition to these neighbourhoods, those areas attracting relatively high numbers of migrant workers need to be included if they are not already locations for more settled Minority Ethnic communities.

5.4.1 Asylum Seekers & Refugees

Data on Asylum Seekers in NASS accommodation has been examined for the Manchester City Region. The year on year figures for Asylum seekers within NASS accommodation in City Region Districts are shown in the chart and table below.
Figure 5.26  Average Annual Number of Asylum Seekers in NASS Accommodation
Table 5.1  Average number of Asylum Seekers in NASS Accommodation

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<tr>
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Figure 5.26 and the above Table 5.1 shows how the number of asylum seekers in NASS accommodation has fallen across the Greater Manchester area as a whole between 2002 and 2006. The extent of this decrease has varied from one local authority district to another: falling by 47 percent in Manchester, 46 percent in Oldham and 45 percent in Bolton during this period, for example, but only by nine percent in Salford, three percent in Rochdale and remaining the same in Tameside. There is little evidence of dispersal across the sub-region in relative terms: the proportion of asylum seekers in NASS accommodation in the three largest ‘accepting’ districts of Manchester, Bolton and Salford has, for example, remained at 41 percent of the total for the sub-region between 2002 and 2006. However, the proportion of asylum seekers in the three districts supporting the least number of asylum seekers – Stockport, Tameside and Trafford – has increased in relative terms, from six percent of the sub-regional total in 2002 to nine percent in 2006.
The chart and table below show the figures by quarterly total for the City Region districts.

**Figure 5.27 Total Asylum Seekers supported in NASS Accommodation**

**Table 5.2 Quarterly Asylum Seeker Figures**

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Our qualitative research has highlighted some tensions within some existing Minority Ethnic communities associated with new arrivals as asylum seekers and refugees. A view was expressed within the focus groups, and echoed by some of the stakeholder interviews, was that most asylum seekers and refugees had moved to traditional Minority Ethnic locations which in some areas had increased pressure on those neighbourhoods where there was already competition for services. Pressure on housing and schools in particular was highlighted.

A view was expressed that, wherever NASS placements were made, connections with family and friends were strong and, in particular, that once decisions were given on leave to remain, households gravitated towards traditional Minority Ethnic communities following family and cultural connections.

The qualitative research also found that, as placements from NASS had levelled off, as shown in the charts above, properties in the private rented sector which had previously been used for asylum seekers were now directed to European Union migrants as a new market for this accommodation.

Core logs from 2001 to 2005 for the Manchester City Region have been analysed for RSL general needs lets. The map on the next page shows neighbourhoods where RSL lets over three percent were to those who had left their home country as a refugee in 2004 to 2005. Although the numbers are small the map does illustrate locations which are in the main strongly linked to existing Minority Ethnic locations. It should be noted that the Tyldesley and Astley neighbourhood had a very small number of base lettings during 2004 to 2005.
Figure 5.28  RSL lettings to those who left their country as a refugee 2004 - 2005
5.5 Economic Migration from the European Union

In the 2001 Census the number of people in the City Region recorded as ‘other white’ was 42,686, representing 1.3 percent of the City Region’s population. This was the third largest Census category after Pakistani (2.4%) and Irish (1.5%). Residents with the country of origin in the European Union are likely to have been primarily, but by no means exclusively, captured within this category.

Since the 2001 Census there has been a significant national increase in the number of European Migrant workers living and working in Britain. In particular participation in the UK labour market has increased from those countries that acceded to the European Union in May 2004. These ‘Accession Eight’ (A8) countries are:

- Czech Republic
- Estonia
- Hungary,
- Latvia
- Lithuania
- Poland
- Slovakia
- Slovenia

Accession monitoring reporting indicates the North West Region currently has circa 31,000 migrants from the A8 countries.28

Anecdotal evidence from stakeholders, together with the limited local research that has been carried out to date, indicates that this trend has had an impact on the Manchester City Region. The largest proportion of these migrants appears to be workers from those states that acceded to the European Union in May 2004. Significant numbers of Polish, Lithuanian and Slovak workers have been reported in a number of areas across the City Region.

The map below shows the employer postcodes for those people registering with the Worker Registration Scheme. While it should be remembered that this largely represents employment, not settlement, locations it does illustrate an interesting contrast in terms of geography to the Census maps with high levels of Worker

Registrations in some of those local authorities where the settled Minority Ethnic community is very small.

**Figure 5.29 Worker registration scheme – map of employer postcodes**

The City Centre of Manchester has high numbers of worker registrations as do areas of Bolton, Oldham, Rochdale and Tameside. However there are also over 400 registrations within postcode districts in Vale Royal and Warrington, as well as high levels in parts of Macclesfield, Trafford, Rossendale and Wigan. If migrant workers are seeking housing as well as employment in these areas this would represent a swift and significant change in the profile of the population.
A series of focus groups and interviews have been held with stakeholders to help determine the extent and impact of current migration patterns as well as likely future housing aspirations. Early indications are that workers are primarily young and single and are accessing available housing in the private sector. A number of local authorities have indicated that they have dealt with enforcement or health and safety issues arising from inappropriate numbers of migrant workers sharing one property. This has included several people sharing rooms with the rooms shared on a day/night shift basis and inappropriate accommodation in outbuildings.

This pressure on local housing markets suggests that resources will be needed to enforce standards in the private sector and to provide appropriate accommodation. There is little firm evidence of these groups seeking access to social rented homes but, should increasing numbers of people opt for permanent settlement in the City Region, this is likely to be a source of increasing demand. Much of the current migrant worker employment is low waged and while this renders them ineligible for housing or other benefits, the wage levels are unlikely to support access to good standard market housing. If increasing numbers of families opt to settle here, either joining existing family members or as new arrivals, this will add further pressure. Shared houses and HMOs would clearly not provide suitable homes for households with children.

A focus group held with migrant workers from the European Union registered with an employment agency in Central Manchester indicated that their employment, especially for those most recently arrived, was spread across the City Region. The focus group indicated that the migrant workers were currently living in areas of available and cheap housing. This was often accessed via existing family or friend connections. The focus group included migrants living in Bury, Cheetham Hill, Broughton, Longsight and Levenshulme. Most felt that the neighbourhoods in which they were living were poor quality and overcrowded. There was little attachment to existing neighbourhoods, and an aspiration to move to better quality areas as soon as costs and housing availability permitted. One participant had already moved to somewhere they considered cleaner and safer. Both male and female participants felt that a number of neighbourhoods were ‘rough’ and several wanted to move nearer to their place of employment where this was more established. If these aspirations were reflected across the city region, we would expect to see increasing movement towards those areas where employment was based, certainly for those migrants who expected to remain for the medium or long term.

The focus groups held with residents in Bolton and in Rochdale also highlighted that they were aware of the impact of economic migrants from the European Union and
suggested that these groups had a significant presence within a number of
neighbourhoods and that in some cases this had increased competition over
resources such as housing.
6.0 Local Authority Findings

6.1 Introduction

In this section issues have been identified to give an overview of the points highlighted by each of the local authorities within their own research. This has included each of the ten Greater Manchester authorities, as well as the six additional local authorities within the City Region reference area. This overview has been underpinned by the overall methodology for the research which identified:

- the level of research on Minority Ethnic communities undertaken by the local authority, or on behalf of the local authority;

- any research findings into the characteristics of newly arrived Minority Ethnic communities and Asylum Seekers, and any provision or support directed at meeting the economic or social needs of these groups, and any wider impact on local communities and reception areas;

- evidence about the housing needs and aspirations of established Minority Ethnic communities, and any differences between them. The review also considered where possible the impact of economic factors on housing needs;

- the extent of any distinctive sub-markets for Minority Ethnic communities, and links to wider sub-regional and regional markets;

- statistical or qualitative research providing details about current or emerging settlement patterns among Minority Ethnic groups.

A fuller profile for each of these local authority areas is included in Appendix Three. Findings from the qualitative research that support or challenge the findings of local authorities on these topics are also discussed in this section.
6.2 Key findings from local authority research

The following key issues emerged from an analysis of the research findings and literature provided by local authorities in the City Region:

- diversity of experience;
- community safety;
- housing quality and type;
- aspirations to home ownership;
- generational differences;
- location of asylum seekers and refugees;
- residential mobility and stability.

These issues are discussed in turn below.

6.2.1 The Diversity of Experience

Even a brief summary of the aspirations and characteristics of different Minority Ethnic communities in various parts of the Manchester City Region reveals the impossibility of attempting to identify a ‘typical’ housing trajectory or set of preferences for these households. Recent research commissioned by Trafford Borough Council, for example, identified forty different Minority Ethnic groups in the borough. Some were not identified on the 2001 Census and were previously unknown to the Council. Emergent Black African communities have been created in parts of Oldham and Rochdale and there are distinct groups of economic in-migrants moving into new territory, such as Wigan. Very fluid settlement patterns are emerging, often in surprising locations.

In terms of economic circumstances, a study in Bolton reflected findings of similar surveys elsewhere, in identifying low rates of economic activity and high rates of unemployment in Minority Ethnic communities, particularly amongst Pakistani households. This ethnic group were also most likely to describe themselves as sick or disabled, which may in turn reflect links between property disrepair and poor health.

In Rossendale, Minority Ethnic communities are most heavily concentrated in Worsley area, an area that has witnessed the lowest house price increases in the borough in recent years (1999-2004). Worsley ward has a high rate of deprivation,
the lowest housing demand, the lowest household incomes and the highest proportion of terraced housing in the borough.

A study titled ‘Ethnic groups in Oldham’, undertaken by the Oldham Forum for Oldham Research, provides some insights into the scale of deprivation in the Minority Ethnic communities. Using figures from the 2001 Census, the study found unemployment rates for members of Minority Ethnic groups in Oldham to be three times the rate than among the White British community (15 percent compared to five percent). Unemployment rates were particularly high amongst the Pakistani and Bangladeshi groups. Furthermore Black people (Black African, Black Caribbean and Black other) are also more likely to be unemployed, as are people of mixed ethnic heritage. Pupils from Pakistani, Bangladeshi and African-Caribbean communities have lower levels of GCSE attainment on average than pupils from other ethnic groups.

But the pattern of deprivation among Minority Ethnic communities is not ubiquitous. A Housing Needs Survey in Macclesfield, for example, showed that 25.2 percent of Minority Ethnic households had incomes above £100,000, compared to 6.3 percent in the population as a whole. This is based on a small sample, and different rates of economic activity may have a bearing, but even so demographic influences may increase the proportion of these higher income groups in the future – a trend meriting more research in order to track through the dynamics involved in mobility and residential choice. Similarly, in another outlying area of the City Region, Warrington, the housing needs study found that 75 percent of members of Minority Ethnic communities lived in the less deprived areas of the town. Interviews with stakeholders confirmed that this pattern varied between different Minority Ethnic groups, with the Indian community largely located in more affluent areas to the south of the District and Pakistani and Bangladeshi households primarily located in areas of higher deprivation.

6.2.2 Community Safety

The main social issue facing Minority Ethnic communities was fear of crime, particularly racial harassment. In the focus group discussions in Manchester, for example, fear of crime was the primary concern, ahead of education and access to services. While some aspects, such as burglary and youth crime and anti-social behaviour, were felt to affect all sections of the local community, this was compounded by fear of racist attacks. Similar concerns were raised by Asylum Seekers and Refugees in Manchester.
In *Rochdale*, the Housing Need and Demand Study (2000) noted a 'forcefield of opposition' to the radical measures required for restructuring the housing market in central Rochdale. This study found that households on the council waiting list were predominantly elderly white and female, with an even split between couples and single people. It was considered at that stage that members of the local Asian communities would be deterred from moving into some relatively low value and low demand neighbourhoods, due to underlying racism. The local authority has since undertaken a number of measures to counter such concerns. A revised housing needs study was produced in 2006.

The results of a survey undertaken by the Northern Housing Consortium in 2003 to gain the views of Minority Ethnic communities in *Oldham* indicated that a lack of cultural and religious facilities, fear of racial harassment, fear of isolation and lack of shops selling appropriate foods and goods influenced decisions not to move into social rented accommodation. Housing choices can therefore be constrained in terms of both tenure and location.

The focus groups undertaken for this research confirmed a perception of racism in some neighbourhoods. There was a view expressed that some, predominantly white, neighbourhoods would not be safe for Minority Ethnic people. Proximity to cultural facilities was raised as important by residents participating in focus groups in Salford, Trafford, and Bolton for example. One view of the reluctance to access housing within a specific neighbourhood was expressed as, "it's not just that there is no mosque there now, it is that we know there would be no possibility of that kind of facility in future even if there became a greater demand because the current residents would never agree to that."

### 6.2.3 Housing quality and type

It has long been acknowledged that specific housing design measures are needed to provide culturally sensitive housing options for specific Minority Ethnic communities, even if actual provision has lagged well behind recommended good practice. For example, research by CSR Partnership for *Rochdale MBC* identified several specific requirements for new housing which is suitable for south Asian communities. Two separate living rooms are needed to support the cultural practice for men and women to eat and socialise separately. Additional space for home working activities such as
sewing is required, and, if possible, arrangements where relatives live next door and could be connected by a doorway was considered acceptable. This would balance shared living with some independence from the family.

**Rochdale** is likely to experience a rapid growth in its Asian communities, with an estimated increase from 18,400 (8.8 percent) in 1998 to 29,750 in 2016 and 33,100 (15.7%) in 2021. This represents an increase of 80 percent in the 1998-2021 period. The number of households in Asian communities is expected to double in the 2001-2021 period, from 4,762 in 2001 to 6,987 in 2011 and 9,274 in 2021. This growth is likely to place greatest pressure on existing Asian neighbourhoods in central Rochdale such as Milkstone and Deeplish, and Wardleworth, where there are already problems of overcrowding, unfit stock and a shortage of future land supply. Household growth among the White British population over the same period is expected to be two percent, from 80,711 to 81,690.

The characteristics of the housing market in central Rochdale will add further pressures caused by internal household growth. Milkstone and Deeplish are identified as the main areas of ethnic concentration in inner Rochdale. In 1991 the Asian community represented 63 percent of the population in this area and this had increased to 76 percent by 2001. The population is relatively young, with a third of the population under the age of 15 and 54 percent under the age of 29. Levels of overcrowding are high and health levels are poor.

The housing stock in these areas is mainly small and worn-out Victorian terraced housing, which has only been sustained by the pressure of demand due to the natural expansion of the community locally. The influence of higher property prices in the town centre, an inner urban ring of social housing and relatively expensive suburban areas have interacted to constrain demand spilling out into adjacent areas. This is a familiar syndrome in many localities with relatively established Minority Ethnic populations containing a comparatively young demographic profile and high household formation rates.

The report by CSR also identified that chronic overcrowding, poor repair, low income, racial harassment and poor communications with providers needed to be met by a long term housing strategy that spoke to the changing aspirations of Minority Ethnic groups.

The Wardleworth Housing Study also indicated a high level of concern among Asian households about poor housing conditions and overcrowding. The survey indicated

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30 Rochdale Housing Need and Demand Study. CSR Partnership. 2001
that almost half of households contained six or more people, even though the bulk of available properties were two or three bedroomed. Although levels of dissatisfaction with properties in the area were high, three quarters of respondents still wanted to stay within the neighbourhood and those who planned to move house wanted to remain local. It is an open question how far this was expressing positive choice, rather than simply recognising the constraints associated with any alternative options.

The map below shows the proportion of overcrowded households at the 2001 Census.
Figure 6.1 Overcrowded households

% Households Overcrowded (2001)
Areas of Oldham, Rochdale, Manchester and Bolton are distinct in their correlation with the maps of Minority Ethnic settlement patterns shown in section six.

Twenty percent of all Asian households live in the social rented sector, compared to 29 percent of all households in Rochdale MBC\(^3\)\(^1\). The principal barriers to access to social housing were identified as fears about safety, facilities and amenities, and the size and design of available accommodation. A Housing Needs Survey in 1996, for example, found that 42 percent of Asian households were in unsuitable housing, compared to 29 percent of all households in Rochdale.

In other local authority districts, the need to engage members of Minority Ethnic communities with programmes to improve stock condition has been paramount. In *Bolton*, for example, a review of housing services\(^3\)\(^2\) noted limited awareness of repair and maintenance services among Minority Ethnic communities and the creation of a Home Improvement Agency was recommended to recognise the specific needs of Minority Ethnic groups.

Overcrowding has been identified as a major problem in several boroughs in the City Region, particularly among the South Asian communities. In *Manchester*, for example, this problem is compounded by a lack of appropriately sized properties for people to move into and limited options for appropriate neighbourhoods. A study revealed frustration about the length of time spent on re-housing waiting lists and concerns that those households who were being re-housed had to accept ‘non-traditional’ locations. In *Rossendale*, over half of the south Asian/Asian British households were overcrowded. Similarly, in *Salford*, a third of Minority Ethnic households are living in housing need, and overcrowding is the primary reason for this. Fifteen percent of respondents also suggested that they did not have enough bedrooms to accommodate members of the household. In response, the local authority has recognised that proposals for new housing in the city need to include three and four bedroom properties to help alleviate the problem of overcrowding.

The focus group in Bolton raised the issue of overcrowding in the Deane area with houses not considered large enough to accommodate families. In some cases this had meant families had been separated with older children housed at a different address rather than within the family home. This was raised as an issue for parents

\(^3\)\(^1\) Rochdale Housing Need and Demand Study. CSR Partnership. 2001
unable to maintain family discipline when their children were young adults and living elsewhere.

6.2.4 Aspirations to Home Ownership

The housing and related needs study undertaken by Bolton MBC suggested that members of Minority Ethnic communities in the private rented sector were the most likely to want to move out of their current tenure (30 percent), often because the property itself was deemed inadequate. Bolton MBC has introduced a portfolio of measures in recent years to improve standards of management and property condition in the borough. There was a general aspiration for owner occupation, particularly amongst the Asian communities. However, members of the Black communities in Bolton were more likely to feel that owner occupation was not a realistic expectation.

The Tradition, Change and Diversity survey undertaken for Manchester City Council found a strong preference for home ownership, especially among members of south Asian communities. The housing association sector was preferred to council housing – a preference attributed to the development of housing association schemes designed for Minority Ethnic requirements, a better quality of service from housing association staff, and a better state of repair in the properties. Council repair and maintenance services were considered unresponsive, while many council properties were thought too small for south Asian families. However, despite the preference for home ownership, the sector was not without blemish. Many properties were considered to be in poor condition, coupled with considerable over-crowding, notably in the older terraced stock. Significantly, many of these households were also thought to lack the necessary resources to undertake either urgent or long term repairs to properties.

A small scale resident perception study in East Manchester33 found overall that an affordable and well maintained property was more important than the tenure it was based in. Thus, many Minority Ethnic residents in the East Manchester focus groups did not own their home, nor did they expect to in the near future because of affordability problems. As in the Manchester wide survey (1999), the responses suggested that existing properties were too small, particularly for residents from the south Asian communities. New properties in the private sector were also seen as too small, with little garden space.

A strong preference for owner-occupation was also noted in the Asian populations of Wardleworth and Milkstone and Deeplish in Rochdale. The areas remain popular, despite a relatively unattractive housing profile and this is illustrated by the steady house prices, few sales and vacancies. The Asian Housing Design Study (2002) found that local Asian residents expressed a desire to move away from the core of traditional settlement area, whilst still being remaining in close proximity to the community and cultural facilities. A majority of respondents in the sample said they would rather purchase a new build property than a cheaper terrace property in Wardleworth if it was more suited to their requirements. A significant proportion of the sample population have the financial capability to purchase a property on the open market despite low incomes. Informal funding (such as lending circles) within Asian communities is a strong enabling factor. The CSR Housing Need and Demand study of 2000 found that the Rochdale housing market remained buoyant in most areas, due to locational constraints elsewhere in the housing stock rather than its own innate characteristics.

A study of household mobility among Minority Ethnic households in Salford found a general tendency to want to move from terraced housing into detached property. A third of those who moved stated that wanting to buy their own property was the most important factor behind their decision. A quarter of those who moved wanted to move to a larger home and 16 percent wanted a better quality property. Just 13 percent of households stated that the main reason was to move closer to facilities such as doctors and shops. These households tended to move only short distances and moved within the city.

In Oldham, affordability and supply problems were cited in ‘hot spots’ such as Saddleworth, which respondents felt were exacerbated by Right to Buy sales. Respondents cited a low supply of affordable housing in the wards surrounding the town centre (Westwood, Glodwick and Werneth/Freehold). These wards have a high concentration of private sector Victorian terrace homes, as well as sizeable south Asian populations. The respondents felt that in such areas property prices were artificially high, due to a reluctance by Asian households to move to areas that lacked cultural amenities. Mixed tenure developments were advocated, incorporating a range of housing types, sizes, prices and income earners to build more balanced and cohesive communities.

The aspiration to home ownership and the expected ‘journey’ through different tenures was explored in detail in a number of the focus groups. Different opinions

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34 Housing Need and Preferences of Asian Households in Oldham. University of Salford 1997.
were expressed, with one comment for example questioning the 'very English' obsession with owning a home. Some felt the location and quality were more important than tenure. Members of several focus groups, however, strongly expressed the view that renting was, "money down the drain" and that in the long term that their aspiration was to buy. One participant for example could not envisage buying a property but, when the discussion moved to future preferences, if they had children of their own in future and were more 'settled', the preference would be to buy.

A number of those participants currently renting had looked carefully at the cost of right to buy. In general there was a lack of awareness of shared ownership, and discussion prompted interest in these products. There was a consistent concern amongst those with aspirations to buy about the lack of affordable property in areas considered safe and attractive.

The RSL focus group suggested that the aspiration of the majority of their current Minority Ethnic tenants was to purchase the property they lived in via right to acquire. Some previous problems with the marketing and targeting of Shared Ownership were also raised.

6.2.5 Generational differences

A study undertaken in Bolton identified a growing aspiration, particularly amongst young Asian people, to live independently, and if possibly in owner-occupation. If this aspiration were realised, rates of household formation would increase further. A Rochdale study noted that the housing expectations of the Asian community were rising, particularly among the young, who were less prepared to tolerate the poor housing conditions endured by their parents.

Analysis of household type in Salford also showed that many younger south Asian households are moving further away, leaving the older members to live by themselves. There are also a high proportion of single person households in the borough, which is probably a reflection of the number of Asylum Seekers and Refugees locally. There is also evidence of mobility out of the borough altogether, mainly among economically active households in the 25 to 45 age range. This might be explained by the fact that Salford is the fourth most deprived local authority in the North West, and unemployment is 3.8 percent above the national average. The combination of a weak labour market and growing concerns about crime and anti-
social behaviour, especially those with a racial motive, have an effect on mobility intentions and actions.

The age profile of the established Minority Ethnic population in Salford is likely to increase, leading to more demand for specialist provision, especially if younger household members move out, whether to other neighbourhoods in Salford, or further afield. A study in Trafford noted that Minority Ethnic elders would prefer to stay with their family rather than move into specialist supportive accommodation, and a similar trend has been noted in Bury, Oldham and Rochdale.

A study jointly commissioned by Rochdale and Oldham councils examined the housing and social care needs of Asian elders. It found that only 45 percent of respondents were aware of specialised housing options for elderly people. Only 20 percent of respondents stated that they or a family member would consider living in a sheltered scheme. The study also found Pakistani and Bangladeshi respondents still preferred traditional areas of settlement, due to the availability of various facilities, because they felt safer and more secure and as they have family and friends residing in those areas.

The focus groups carried out as part of this research suggested that there was a younger generation of Minority Ethnic residents who were looking for two to three bedroom homes rather than large family houses or remaining within an extended family structure.

The RSL focus group raised the issue of the needs of Minority Ethnic elders who face reduced support from within the home and within the community. There was also an issue about the lack of awareness of support services available within the community.

6.2.6 The location of asylum seekers and refugees

In Trafford, the Minority Ethnic housing strategy states that 84, mostly single, units of accommodation and support housing have been provided to Asylum Seekers. Over 460 Asylum Seekers have been supported by Trafford since 2000 and these have arrived from 47 countries, the majority being from Iraq, Somalia, Zimbabwe and Afghanistan. Most of these Asylum Seekers live in council properties in the north of the borough. The local authority has recognised the need for Asylum Seekers and Refugees to be close to their communities wherever possible, in order to access support networks.
Bolton’s strategy states that the degree to which Asylum Seekers feel integrated into the community varies for different racial groups, although most felt it was an important issue when choosing where to live. The findings suggest that those Asylum Seekers who are not White are much more likely to suffer racial harassment than Eastern European Asylum Seekers belonging to White minority groups.

In Manchester’s current Housing Strategy it is estimated that Manchester has around 1,800 Asylum Seekers in the city at any one time from 60 or so different countries. Through community consultation the strategy recognises that Asylum Seekers have particular needs. Tenancy support services have been developed to assist those households who have been housed in non-traditional areas without appropriate support. However, it does not appear that any specific research has been commissioned in order to establish the needs of Asylum Seekers or their future housing aspirations.

The research also points to the specific needs of young (and unaccompanied) Asylum Seekers, as well as those with additional needs, such as mental health issues, language barriers or HIV / Aids. Where there is a need for medium to long term support it is recommended that people should not move straight from NASS accommodation into their own home. In some cases, after leaving NASS accommodation, Asylum Seekers are left with no other option but to register themselves as homeless in order to secure accommodation. The council advocates a more co-ordinated approach to support services in order to avoid this scenario.

In the Manchester focus group the following issues arose:

- The quality of NASS accommodation in East Manchester varies substantially according to the letting agency. For instance, Happy Homes were regarded as in poor condition, while in general most properties tended to require some form of repair.

- Diverse views were expressed about housing preferences after leaving NASS accommodation, with some wanting terraced properties and flats, although the quality of the accommodation was usually the overriding factor.

- East Manchester was generally regarded as a reception area for Asylum Seekers, and also the area of permanent residence for a large gypsy and traveller

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population. It was also an area where most of the group expressed a desire to remain after leaving NASS accommodation.

- There was a general feeling that community facilities required more investment, and general fears about crime and going out after dark. Community spirit was also considered important, given that many were being housed in vulnerable neighbourhoods.

The strategy for Minority Ethnic communities in *Stockport* suggests that more people are choosing to settle in Stockport once they have been granted leave to remain in the UK, though the source of this evidence is unclear.

In Salford the largest concentration of Asylum Seekers and Refugees are found in the wards of Broughton (34%) and Pendleton (18%). In September 2004 there were 451 such households in the borough, the majority being single person households. Housing associations have not provided accommodation for re-housing this group and most are housed in the private rented sector.

The most recent report concerning the situation in Wigan dates from 2001. The report makes reference to the borough accommodating around 1,553 Asylum Seekers for resettlement, of which around a third would be housed in council properties and the remainder in the private rented sector.

The RSL focus group carried out as part of this research noted the emergence of local African communities, including Somali, Libyan and Congolese. There was a view that within Manchester NASS placements had primarily been in East Manchester. However, the tendency was for Asylum Seekers and Refugees to have moved to established Minority Ethnic locations. Increasing tensions had been witnessed in some areas between long established and newly emerging communities. The focus group considered that this was due to competition for access to scarce services.

The residents and other stakeholder opinions echoed this view, especially where newly arrived communities had gravitated to traditional Minority Ethnic areas to be close to friends, family and cultural facilities, even if they were initially placed elsewhere. However, there was also a strong perception about the positive aspects of living in an ethnically diverse area, and newer arrivals helped contribute to this.

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6.2.7 Residential Mobility and Stability

The Housing Need and Demand study (2000) for Rochdale identified a change in living patterns which is creating new demand for properties in central parts of Rochdale. Families from established Minority Ethnic communities are starting to adopt a structure more akin to a nuclear family, with one elder – rather than the whole extended family - living with them. Although estate agents had suggested that members of the Asian community bought and sold properties within the community or through Asian estate agents, this was not validated, with a majority buying and selling through just one estate agent.

The housing needs survey for Minority Ethnic communities in Bolton suggested that many people, particularly in the south Asian communities, tend to have a strong 'attachment' to their current area of residence. Those residents who hoped to move from their property in the near future expressed a desire to stay in the same area. This suggests that current settlement patterns in the district are relatively stable.

According to the findings from the East Manchester study (2005), residents in Beswick, particularly those from the Chinese and Vietnamese community, saw the area as an ‘up and coming’ neighbourhood. In 2001, Beswick had a relatively small Minority Ethnic population of just eight percent. Miles Platting, Clayton and Openshaw are also considered areas that are becoming more popular.

The Revealing Ethnic Diversity Survey undertaken for Stockport MBC identified Filipino groups as an increasing community in the town and 82 percent of the population had moved to their current address within the last five years.

The strong attachment to place among Minority Ethnic communities noted in the survey undertaken by Trafford MBC may be on the brink of change. While many said they would prefer to live in their current neighbourhood, younger respondents said they would prefer to live in more diverse, multi-cultural areas.

The focus group carried out in Old Trafford was very positive about the diversity of the area and the mix of communities there. This diversity was seen as more important than cultural or religious facilities catering for one particular group.

The stakeholder research also raised a continuing trend for younger Minority Ethnic people to marry from their community of origin, Pakistan, Bangladesh or Yemen for example. New husbands or wives would then join the Minority Ethnic community
within the city region and sometimes bring a need for additional support, in terms of language for example.
7.0 Demand and aspirations

An important element of this research has been the exploration and testing of housing aspirations via a series of stakeholder interviews and focus groups. We have also used this qualitative element to explore the extent to which there is a Minority Ethnic sub-market, or markets, within the Manchester city region.

A series of eight focus groups have been held and in addition to these a range of stakeholders have been interviewed including estate agents, strategic representatives from the local authorities and other practitioners operating in those areas identified as experiencing change. A focus group was held with the Chief Executives of BME RSLs operating in the Manchester City Region.

This qualitative element has focussed on those areas where the literature review identified gaps in the research and evidence base. Focus groups were held with Minority Ethnic residents in Manchester, Trafford, Rochdale and Bolton. Two of the focus groups were with residents from smaller Minority Ethnic communities, the Yemeni community in Salford and African residents in Bolton. A focus group was also held with Polish workers registered with a city centre employment agency.

The key findings from this research are outlined below. These are non attributable for reasons of confidentiality. However where findings vary according to the age, location or ethnicity of particular participants this is highlighted. Findings are also reported as part of the discussion on issues raised by the literature review where the qualitative work has challenged, supported or updated findings.

7.1 Attachment to neighbourhood

Issues around how important, or not, it was for Minority Ethnic residents to live within their existing neighbourhoods were explored in a series of focus groups. This was investigated in the context of the data analysis and local authority literature pointing to a number of neighbourhoods in the city region where there were issues of overcrowding or in which there was one predominant minority ethnic group. Responses varied however attachment tended to be stronger to first generation residents than for subsequent generations.

Cultural facilities were viewed as important. All the focus groups suggested many Minority Ethnic residents felt it very important to live in an area where there were people from the same cultural, ethnic and religious groups. Reasons included security, support from family and friends, specialist shops and places of worship.
Where attachment to neighbourhood was expressed this was often despite a number of negative perceptions about the neighbourhoods where residents were living, including crime, poor quality housing, lack of parking as a consistent theme and lack of facilities for young people.

Those participants expressing a strong attachment to their neighbourhood were prepared to pay more for properties if needed. The area was seen as important by those seeking to buy. Participants stated they would pay more if it meant they could live in the area of choice and would not access cheaper housing in an area considered unsafe or unwelcoming to minority ethnic residents.

Attachment to neighbourhood was linked to the perception of racism in other areas. One focus group highlighted the lack of confidence of the community in moving to a different area, for example a number of younger adults and families had successfully moved to skilled employment or ran their own business. However safety and perception issues meant they would not be confident to move outside the neighbourhood to access better quality housing.

The focus group in Rochdale was split on the importance of specific cultural facilities in a neighbourhood with some raising the need for more integrated neighbourhoods and the risk of creating ghettos if communities sought to live among people who shared the same ethnic and cultural background. This was supported by the number of people who did not expect to be living within the same neighbourhood in the long term.

Overall younger people were more likely to expect to be living outside their current neighbourhood in future with expectations to move seeking improved job opportunities which would be outside the neighbourhood and perhaps outside the Manchester City-Region. Two of the focus groups raised that the long term aspiration of some elders was to return to their country of origin, although the elders probably recognised that in most cases this was not a realistic expectation. African residents in Bolton expressed a preference for living in a mixed community and a number of participants across the focus groups stressed the positive aspects of this.

Schools were raised as very important, both for contact with other children from similar cultural backgrounds but also because, "children act as a catalyst for communications with neighbours of all backgrounds – they'll bring friends over."

Bury stakeholders highlighted that the current trends in the Minority Ethnic population moving northwards out of high density areas in Manchester to south Bury reflected historical migration patterns. The significant Jewish community in North Manchester
had traditionally expanded northwards into Prestwich and Whitefield and now other Minority Ethnic groups could be observed following this same housing trajectory.

There was less attachment to neighbourhood amongst younger groups expressed in most focus groups. Although for some, the Yemeni community for example, attachment to neighbourhood was very strong for younger people and the second generation. The tendency for the younger generation to be more mobile was linked to expectations that future housing choices would be linked to availability of employment i.e. they would move to access a better job.

These findings point to different markets operating within neighbourhoods, for older people for example or for younger nuclear families.

There was a strong view that diversity was very positive. Those in diverse neighbourhoods saw this as a real strength and a reason to stay in the area.

An issue raised by Wigan was Domestic Violence, as they had a low Pakistani and Bangladeshi population and areas with few links to those communities there was a perception that Wigan was seen as a 'safe' option for women from those communities who were seeking to escape domestic violence.

7.2 Perception of neighbourhoods

Linked to attachment to neighbourhood is the perception of Minority Ethnic communities of the neighbourhoods in which they are currently living as well as of those other neighbourhoods where they may aspire to access housing or conversely would not consider a suitable place to live.

Residents frequently described the poor physical and environmental quality of the neighbourhoods in which they lived, some perceived that services were worse than if the neighbourhood was in a white area, others suggested this was linked to affluence rather than the ethnic profile.

Consistent issues about poor neighbourhood quality were overcrowded neighbourhoods, anti social behaviour, noise, lack of open spaces, lack of parking, crime, vandalism and cleanliness. The importance of good quality schools was also raised by a number of residents in different areas.
A common theme from residents, other than the European migrants, was the importance of safe neighbourhoods. Language barriers were also raised by a number of the groups with those with poor English finding it hard to interact in neighbourhoods outside their own community. There was also a perception of racist incidents in some neighbourhoods and neighbourhoods where minority ethnic households would not be welcome, often with clear agreement within the focus groups on where such neighbourhoods were.

It is difficult to gauge actual levels of harassment but the perception is clearly that some areas are definitely not 'safe' and this issue was raised in all residents groups. This is an issue for service providers if encouraging movement of Minority Ethnic households into non traditional areas – support and positive images and perception of areas important.

A strong view regarding 'white flight' was expressed in the Manchester, Bolton and Rochdale focus groups. A typical comment was, "When we move in - they move out". This may be something that merits further research into the extent and causality of this. Is it linked to a fear of changing markets or changing house prices from the existing community for example?

Polish migrant workers expressed strong views about the perceived poor quality of the neighbourhoods in which they were living, or had lived in when they first arrived. This was not necessarily linked to poor housing conditions, some were happy to share rooms / facilities if this was cheaper and others happy with their living accommodation but not with the neighbourhood. For example the Broughton, Longsight and Cheetham Hill neighbourhoods were described as very rough, dirty, noisy and with crime problems. One participant had already moved, out of Longsight, to access similar housing in a neighbourhood considered better and safer.

Although a range of Polish shops had opened in some areas and there was recognition that it was often good to hear a familiar language in the neighbourhood and access shops this was not seen as important to housing aspirations. These were linked to living nearer to employment or in better quality areas, aspirations were for a flat in the city centre for example, or renting in a more desirable neighbourhood.

7.3 Impact of new communities

The qualitative element of this research sought to examine the impact of new communities in terms of their location and their impact on those neighbourhoods
where settlement is significant. New communities arriving via the asylum system or as refugees as well as those arriving as economic migrants were considered.

A Somali community in Bolton has been established where areas of settlement have grown up around NASS accommodation. The focus group with African residents was aware of Dutch, Swedish and Danish Somalis moving into the neighbourhood as well as asylum seekers and refugees. It was observed that movement was often from one neighbourhood within Bolton to another.

Stakeholders in Wigan had noted a visible impact of immigrants via the asylum system bringing a range of different languages for example. However it was thought that in the medium to longer term those placed in Wigan via the asylum system tended to gravitate to cities such as Manchester and Birmingham where there were established communities and support networks, rather than remain in Wigan. In Oldham stakeholders reported a cluster of over 1,000 asylum seekers, primarily European and African, with a tendency for them to be in traditional Minority Ethnic areas where property has been available. Stakeholders reported that the first asylum seekers and refugees, primarily from Kosovo, were welcomed by the settled Muslim community. However they were increasingly seen as a threat to the existing community in terms of housing. This reached the point where the local authority had to move one Kosovan scheme to an alternative area.

Small numbers of Polish households were observed by stakeholders in both Congleton and Vale Royal– however these were not enough to call a community and nothing on the scale witnessed in Crewe where large numbers of Polish migrants had settled. Stakeholders reported that they had seen some applications to the housing register in Congleton, a mix of families and single people. Sometimes the employer has provided initial accommodation but households then seek something more suitable, particularly where a single worker then seeks to live with partner and children. Vale Royal reported local authority intervention in two recent cases involving Polish workers housed in inappropriate and overcrowded conditions.

Rossendale had witnessed a small number of housing queries from Polish migrants, not large numbers but are aware that this may indicate larger numbers in the area.

In Wigan significant migration from Europe had been identified by stakeholders. Economic migrants appeared to be taking up a number of low skilled jobs particularly linked to food processing and distribution. There was also links to agricultural employment to the west of the borough. In some cases migration was tied to certain employers and initially migration had been based on direct recruitment by employers, although increasing numbers of migrants were thought to be arriving independently.
Stakeholders were aware of Polish, Ukrainian and Romanian workers and there was also a small Romany Slovak community in Leigh. Accommodation was primarily in the town centre, where cheap housing was available via the private rented sector and private sector enforcement teams had recorded some incidents of overcrowding and inappropriate accommodation, in an outbuilding for example.

An issue was raised in Broughton where significant numbers of economic migrants were now present in areas where demolition was proposed as part of housing market renewal. Stakeholders reported difficulty in relocating migrants in terms of determining whether they were eligible for assistance.

The focus group in Salford was positive about the impact of newer immigrant in helping to make the area more multi-cultural. A small Kurdish community was seen to becoming established, initially based on the settlement of a very small number of families.

The focus groups in Manchester and in Rochdale noted people moving in to poor quality properties in the private rented sector from Poland, Somalia and the Middle East. It was thought that pressure on housing would increase particularly when these communities became more settled. Potential tensions within and between communities were envisaged.

Estate agents reported a recent surge in queries about properties available to rent from migrant workers. An estate agent in Bury reported at least two queries a day from Polish or Lithuanians about lettings, although the business only deals with sales.

The RSL focus group raised the issue of some underlying tensions between established minority ethnic communities and newly arrived groups. Competition for housing and the impact of increasing numbers of poorer households on public services were seen as areas that would need to be considered if potential tensions managed effectively in the future.

7.4 Aspirations of newly arrived communities

Two focus groups were held to specifically explore the housing aspirations of more recently arrived groups.
The expectations of the Polish focus group were that they would be staying for the short term in Manchester. Most had links to other Polish workers and were aware of or had friends or colleagues in Oldham and Bolton as well as those neighbourhoods they were currently living in. One comment was, "we hear Polish voices everywhere" and this was a young and sociable community who found it relatively easy to meet others and socialise without links to existing Polish communities. Situations varied with some sending money back to family and others saving for a specific goal such as for future full time study. Long term aspirations and expectations were largely to return to Poland although most were unsure when this would be. Within Manchester most had a preference to live in a more safe and secure neighbourhood than where they were currently living. However the costs of accessing other housing options, providing a deposit for example, were largely viewed as prohibitive.

African participants in Bolton suggested their future aspirations would be for town centre living within Bolton and access to social networks and to vital transport routes were cited as important.

7.5 Inter-generational links

The research raised the differences in the aspirations and expectations of generations within Minority Ethnic communities. There is an issue of future support for elders, their expectations tended to be looked after within a family home. The focus group of Yemeni residents in Salford described a small but long standing community, present from before the Second World War, in the neighbourhood. The community had grown initially from predominantly single men accessing employment in Trafford Park but increasingly, and particularly from the late 1980s, a community of families had become established. Many of the young adults had grown up in that area but there were still strong direct links with the Yemen and immigration through marriage. Family links were strong and the group thought nearly all elders would wish to stay within a family home if possible, even if good quality sheltered accommodation was available. However, some older people, particularly those with no children were isolated.

Stakeholders in Tameside identified that the Indian community was more dispersed than the other Minority Ethnic groups. There was a third generation of Indian households who were seeking housing in locations outside their traditional community areas.

A number of focus groups raised the issue of older people not recognising or accepting the generational gaps or changing values and aspirations and the
increasing need to provide specialist services and support for older people who had perhaps expected a second and third generation to provide this in the family home.

There may be an emerging under occupation issue as young people leave to establish smaller households of their own. This is an area where further research may be needed. This could also put further pressure on neighbourhoods and services.

7.6 Changing housing markets

Housing market change is being examined as part of the wider Making Housing Count research. Early findings from this clearly indicate that market dynamism is a feature of a number of areas across the city region. House price change for example has impacted on a number of areas where there is a significant Minority Ethnic community. There are also significant Minority Ethnic communities living within areas of identified housing market failure including within parts of the Oldham Rochdale and Manchester Salford pathfinders as well as areas of identified low demand within Bolton, Tameside and Rossendale. The qualitative element of this research sought to explore the impact of housing market change on Minority Ethnic communities as well as their role in the function of the housing market within particular neighbourhoods.

In the Holy Trinity area of Tameside stakeholders identified the Minority Ethnic community as propping up the market. Renewal activity in the 1990s in Hyde was identified as having stabilised the market, in a predominantly Bangladeshi area, and this market was now buoyant.

In parts of Oldham, Gledwick and Westwood for example, an 'inflated market' was identified with high demand and high prices and purchases dominated by cash buyers. Homes developed by Manchester Methodist Housing Association for example were secured by cash deposits of £50,000.

In Old Trafford stakeholders suggested that although there were predominantly older properties, the market was self renewing as a younger generation of Minority Ethnic households were carrying out repairs to their own or family properties without other support.

Stakeholders in Salford also identified Minority Ethnic communities propping up parts of the market. There were areas in Broughton for example that had previously been
earmarked for demolition but were now in demand, both from the existing Jewish community and European immigrants.

In Bolton participants identified that social rented houses that had previously been boarded up were now being allocated to new families moving into the area. Terraced houses were also seen to be in demand with estate agents circulating regular leaflets requesting properties for sale.

Information from estate agents also suggested that European Union migrants were propping up the rental market in a number of locations.

‘White flight’ raised by focus groups in Bolton, comments such as, “we move in they move out” were raised. However in the Old Trafford focus group white families were seen to be moving in to the area, perhaps priced out of adjacent areas. This was seen as very positive in maintaining a mix of communities in the area.

Focus groups in Bolton, Rochdale suggested that only the most affluent, those who could afford to move to significantly better housing, were leaving the neighbourhood and that numbers were small.

The issue of affordability for young people seeking to live independently was raised by a number of participants. Suggestions included jobs and training to help young people afford and maintain independent accommodation as well as information on housing options.

The RSL focus group raised the effect of the “renaissance” in parts of the city region squeezing the “donut” of historically cheaper housing around the inner areas. This is housing that was traditionally accessed by Minority Ethnic communities in cheaper areas of older housing, in neighbourhoods such as Levenshulme and Old Trafford. This effect had not been witnessed in other areas where economic growth was not as strong.

City centre expansion was seen as new opportunity. This may also be a challenge for community cohesion if movement is in to non traditional areas by Minority Ethnic communities. However positive views of this were expressed in that this would help to create more mixed areas.
7.7 **Housing products**

The housing product on offer is clearly linked to the future demand and aspirations of Minority Ethnic communities. This aspect of the qualitative discussion explored issues around current and future provision and the quality of homes.

A number of residents had aspirations for property with parking and / or a garden. The need for larger homes and culturally sensitive design was also raised. Older properties were considered unsuitable for disabled people or older people but suitable properties for these groups were identified as in short supply. Residents in Bolton and Manchester suggested terraced housing was too small and lacked facilities, however other residents suggested these homes were popular as they were 'solid' build.

An estate agent interview suggested that their Asian clients preferred semi-detached or detached properties, not terraced homes. They also reported demand for larger properties from this community. "whether properties are at the top end or the bottom end of the price range is not so important as the size of the property"

Residents in Rochdale raised that although housing stock was often poor quality properties still sold quickly and at inflated prices.

The need for larger properties was raised. It was thought that the long term future trend may be for smaller homes but the overall shortage of larger properties means that in the short to medium term there is a need to increase the availability of larger family homes. Social housing will need to play a role in this provision.

There was a lack of awareness of housing products such as shared housing. The Polish focus group had a lack of awareness about social housing provision or any products outside private renting or owner occupation. There was a view that such provision might be sought in future or by those seeking to stay in the medium or longer term. There was also a view that, "news travels fast" in the Polish community and if small numbers successfully accessed social housing that was affordable and secure then demand would soon follow from other Polish migrants.

The location of properties and a lack of awareness of shared ownership were raised. One current housing association tenant had looked into shared ownership but felt it to be too expensive and still, "money down the drain." Trafford reported that they had offered shared ownership homes in non traditional areas of the borough and had worked with BME RSLs to develop the product. However take up from Minority Ethnic communities had been less than expected, for example some homes in
Altrincham had been offered for shared ownership to Minority Ethnic residents in the borough but there was no take up. The units were subsequently let to white households.

The need for housing providers to consult better on what they are providing for Minority Ethnic communities was raised. One comment was, "sometimes you may not know why someone has refused a house, they may not give detailed reasons, but if the toilet faced Mecca for example a Muslim would not want to live there". Private developers were also seen to have a role in ensuring homes met future minority ethnic needs.

These points raise the importance of working with communities regarding their housing options and choices and to engage early rather than reacting to demand pressures. It will be important to involve communities, in design and development for example, to ensure properties meet family and cultural needs in terms of size, design etc.

The need for homeless provision was also raised by the Trafford focus group.

7.8 Tenure choices

Tenure aspirations were explored and in particular the importance of ownership compared to other housing options.

In Rochdale the aspirations of the economically successful Minority Ethnic residents were viewed to be similar to those of the whole population, moves to Bamford or Norden for example were seen as aspirational for those with spending power and choice in the housing market.

A number of focus groups described how money would be borrowed from family, often several different family members, in order to buy property. There was a concern that low income families could have large debts and that renting may be preferable to this if suitable secure properties were available.

Tenure choices were tempered by the housing options available. The Yemeni community focus group for example identified that there was little available accommodation for social renting, and primarily flats. Waiting list was cited as four years for a one bedroom flat.
There was also the observation that wages were often low and minority ethnic communities deprived so accessing larger properties via owner occupation was not achievable for most.

Estate agents reported that it was becoming increasingly difficult for single households to afford to buy and households are increasingly looking to other options such as renting or shared ownership. This applied across the housing market and was not specific to particular ethnic groups. "first time buyers (in South Manchester) are simply being priced out of the market".

RSL stakeholders confirmed a perception of aspirations to purchase rather than rent. However they considered that new communities and Bangladeshi households tended to have high expectations of social rented housing with second and third generations then seeking owner occupation. Choice based lettings were seen to have increased opportunities to access social housing, particularly larger homes.

Overall the primary aspiration appeared to be for owner occupation, in the longer term if not possible immediately. There was a view from some participants that they expected to have to rent first but would buy later. Renting was seen as "money down the drain" a phrase repeated in several of the focus groups. Right To Buy has proved an attractive incentive for some Minority Ethnic households to move into social housing in non traditional areas, in Rochdale for example. Support networks and post tenancy support have also proved important in enabling such moves.

### 7.9 Housing Association providers

A focus group was held with the chief executives of a number of BME housing associations providing home and services in the city region, notably in Oldham, Tameside, Bury, Manchester, Trafford, Rochdale and Bolton. The issues they raised from their role as housing providers echoed many of the issues raised by residents in the focus groups or by other stakeholders. These are incorporated within the discussion above. However they also raised some issues specific to their role as specialist housing providers to Minority Ethnic communities in the city region.

The view was expressed that development and financial regimes currently prevent BME RSLs growing their business plans to provide more of the right accommodation in the right areas to meet Minority Ethnic housing needs. It was felt that their options to develop new housing were currently restricted. The focus group suggested BME associations had been able to better target development strategies than other social
providers to meet minority ethnic needs, building larger properties within established minority ethnic areas for example and incorporating culturally important design features. Examples given were schemes delivered as part of the regeneration of Cheetwood and Cheetham Hill that provided larger homes for the Minority Ethnic community with smaller flats nearby for second generation residents. Support services seen as an essential element to integrating communities.

Affordability was also raised as an important consideration. Minority Ethnic communities were seen as predominantly in low paid industries and occupations and the impact of new arrivals, as economic migrants or as asylum seekers and refugees, will exacerbate this. There will continue therefore to be demand for social rented housing within those areas with high Minority Ethnic populations and those areas experiencing immigration.
8.0 From Analysis to Intervention

8.1 A Multi-level Approach

The housing market response to the circumstances, mobility paths and future needs of Minority Ethnic communities in the City Region needs to embrace three discrete processes:

- **organic population change**, with higher rates of household formation in many Minority Ethnic communities, due to a younger demographic profile and ‘non-traditional’ household configurations in some communities;

- **economic in-migration**, which is likely to be focused in and around areas of employment growth, especially where this provides opportunities for low status service occupations;

- **managed population growth**, as a result of dispersal policies for Asylum Seekers and Refugees, which has been historically directed to lower value neighbourhoods with relatively high vacancy rates.

The response needs to be developed at three different levels of intervention: the city region level, the local authority or district level and the neighbourhood level.

City region strategies must seek to align trajectories of economic growth and household growth to acquire a more effective balance between new demand and supply constraints. This requires effective integration between the different workstreams in the Making Housing Count programme, ensuring that the emerging needs of Minority Ethnic communities are at the core of market restructuring. The functions of different sub-markets are significant here. The overall intention should be to relieve pressure on constrained and overcrowded markets, by deflecting demand to other parts of the city region. Many of these areas contain high proportions of Minority Ethnic communities. This raises questions about the planning supply pipeline, future land release policies in the light of the ‘Barker’ agenda and the scale and focus of future in-migration to the City Region.

At the local authority level, the new demands arising from Minority Ethnic communities need a firmer and more consistent evidence base. This report has provided a summary of some of the key trends but there are many gaps, questions and unknowns – especially in terms of the ‘adjustment’ preferences of economic in-migrants and Asylum Seekers granted leave to remain. While there is information
available on initial place of employment, much less is known about subsequent mobility intentions, and how patterns of household formation will develop. There is no substitute here for primary research on preferences and perceptions among members of these communities and how they are changing in response to affordability and other pressures.

The *neighbourhood level* is the most appropriate focus for programmes of community support in order to respond to any community relations issues that may arise during the process of market restructuring. Many of the neighbourhoods in the City Region are, and will remain, stable and self-sustaining. Any proposed interventions will need to be focused on where change is most evident, creating frictional pressures as the profile of demand changes more rapidly than supply. These areas, termed here ‘critical arenas’ will be marked by often rapid population change, which may create actual or potential tensions between different ethnic groups. In some cases, local authorities and other agencies will need to adopt pro-active measures which anticipate negative consequences of neighbourhood change and in others they will need to adopt reactive measures to mitigate the impact of overt conflict and tension. Different types of ‘critical arena’ are outlined below, as each is likely to require a different suite of interventions to address the problems.

8.2 Interventions at Neighbourhood Level

8.1.1 Reception Localities

Ever since the ground-breaking work of Rex and Moore in the 1960s, the function of ‘reception areas’ in ethnically mixed housing markets has been considered crucial. Recent increases in in-migration in many parts of England have reinforced the importance of the impact of these trends on local housing markets. The points of initial arrival for households moving in from outside the City Region are often low value or highly pressurised housing sub-markets. A distinction can be made here between those households with existing links to the neighbourhood – members of extended families from established ethnic groups, for example - and those who do not have such links – such as some, but not all, refugees and asylum seekers and economic in-migrants from especially from EU members and accession states.

The types of intervention that may be appropriate here include taking measures to improve standards in the private rented sector, possibly through selective licensing, and focusing on housing renewal to broaden the range and type of properties in the market.
8.1.2 Pioneer Localities

These are the neighbourhoods where new formations of minority ethnic settlement are discernible: where members of existing communities move, often as the result of the increasing pressures of overcrowding from existing markets, or when forming new households. It may be valuable here to develop pro-active forms of community support to assist the first group of households from specific communities who move in, to provide more opportunities through new housing developments and to market these opportunities more widely and challenge existing perceptions about the characteristics of the area.

8.1.3 Dynamic Localities

These are neighbourhoods marked by high levels of residential mobility, often associated with a relatively large private rented sector. These areas may be functioning well, as an important lubricating part of the wider housing market, where qualities such as ready access and high turnover are at a premium. The neighbourhoods are not necessarily problematic, and may not display social cohesion problems – but the key aspect is that the character of such areas may change relatively quickly, if the pattern of in-movers and out-movers alters. The relationship between established long-term residents and mobile households may also change, and give rise to tension (as in some student housing markets in recent years).

Given the pace of change it will be necessary to monitor mobility patterns and the changing social, ethnic and economic attributes of the households involved. These areas may benefit from measures to provide more intensive forms of neighbourhood management and as priority areas for community relations support.

8.1.4 Transforming Localities

These are also areas marked by high levels of mobility but in this case, they result in a decisive shift in their ethnic profile over time, as they become sites of consolidated settlement for recently formed ethnic groups, or as new generations of households move out from other areas of settlement. In ethnically mixed areas, relationships between the different ethnic groups may be relatively benign but there may be a need for additional cultural amenities and support services to ease the transition of new groups into the neighbourhood. In other cases, there may be sporadic or continuous tensions and conflicts between different ethnic groups and/or with white
households. These neighbourhoods are often experience flashpoint incidents that focus attention on what may develop out of long-standing resentments.

A key task here will be to audit the changing nature of demands on local services and amenities in order to assess whether the benefits of any new investment are being shared among different social and ethnic communities. The need to handle potentially negative local media coverage over particular conflicts or issues is also important. These areas need to be at the heart of initiatives to improve community relations and involve members of different local communities in decisions about the future distribution of resources.

8.1.5 Eroding Localities

The social dynamics in areas described as ‘eroding’ may contain the potential for future tensions between different communities. These are stable, usually White-dominated, neighbourhoods with low household turnover and household formation, often high levels of residential satisfaction and established local amenities. However, the area may be dominated by a large cohort of ageing households that may not be replaced organically once residents leave (usually for reasons of care and support) or die. This may lead to a higher vacancy rate and growing signals of low demand and neighbourhood decline. The area may be ‘internally’ popular but not attractive to the next generation of new households. As values start to fall, they may then become attractive locations for those households living in pressurised localities seeking more affordable options. This pattern of in-migration may change the ethnic and age balance of the neighbourhood. This does not necessarily betoken a smooth transition to a more mixed community than before: the process of transition can be problematic.

It is important to anticipate falling ‘internal’ demand rather than react only when it is manifest. In order to attract households to the area, the effects of social housing allocations may be under scrutiny, and there may be a need to think through how new development s can be effectively marketed to attract new households, especially if they are providing more affordable alternatives to options in pressurised markets. The barriers to in-migration are as likely to be cultural and economic and schemes similar to those developed by Rochdale MBC may have a wider applicability elsewhere in the City Region.

This five-fold designation of critical arenas is indicative rather than capable of precise or rigid definition. It prioritises those neighbourhoods where the housing market is in transition, and where competition between members of different Minority Ethnic communities may arise.
Despite the array of statistics and surveys available to local authorities, it may be difficult to obtain the relevant evidence to assess relative change at the locality level on a regular basis. What is needed is updateable neighbourhood-based information, especially on market trends (rate of property transactions, turnover in social housing, household movement traced through council tax records and so on) and primary data on the household aspirations of specific ethnic groups. An omnibus household survey or a city-wide Minority Ethnic survey is unlikely to produce sample sizes sufficient to discern changing trends and perceptions.

The use of neighbourhood-based data about recorded crime and incidents of anti-social behaviour, for example, can be useful in pinpointing sites of tension, notwithstanding the usual caveats about the validity of such ‘official’ figures. The perceptions of local stakeholders, such as estate agents and housing officers can also offer insights into emerging trends in mobility and demand.

8.3 A Targeted Community Cohesion Strategy

It has been suggested in this report that the demarcation of ‘critical arenas’ in the City region is needed to identify the most important locations for future interventions designed to improve community relations in a context of housing market flux. This report has provided some preliminary evidence about how the market is changing, although regular monitoring, and constant review of the perceptions of key gatekeepers and stakeholders must follow on from this. The key is to ensure that proposed interventions are selected against evidence on trajectories of change so that strategy can anticipate emerging issues, rather than just deal with the consequences of trends that have already made their impact.
9.0 Conclusions and recommendations

The comparison of Census data between 1991 and 2001 showed a general consolidation of the primary areas of settlement among the major Minority Ethnic communities in the Manchester City Region. The largest Minority Ethnic group in the City Region is the Pakistani community, which also showed the largest absolute increase in numbers between 1991 and 2001. The Pakistani community is concentrated in Oldham and Rochdale and Manchester, and in parts of Bury, Bolton and Tameside. The Bangladeshi community is smaller but is growing at a faster rate and is concentrated in Rochdale, Oldham, Rossendale and the Hyde part of Tameside, reflecting historical patterns of immigration associated with the cotton industry.

The problem of overcrowding has been identified in many neighbourhoods in which Minority Ethnic communities have consolidated settlement. This is particularly pronounced in parts of Oldham and Rochdale. Research in Rochdale has projected 80 per cent growth in the Asian population between 1991 and 2021. This will place the greatest pressure on those neighbourhoods where there are already problems of overcrowding and poor quality stock. It will be important to extend those schemes that are supporting Minority Ethnic households to move to non traditional areas and to provide affordable housing options within reach of employment opportunities and cultural facilities.

The black communities in the City Region are centred on Manchester and, to a lesser extent, Trafford, reflecting long-standing trends in settlement. As in other urban centres in England, the Indian population has dispersed more widely between 1991 and 2001, and has settled in some of the more affluent parts of the City Region, such as Hale and Bowdon in Trafford. The Chinese community is smaller than the others, and is concentrated in the north-south ‘cosmopolitan spine’.

In terms of the classifications outlined in Chapter 8, the Levenshulme and Longsight areas of Manchester are undergoing change in their demographic and ethnic profile and, coupled with the student population in and around these areas, will comprise several ‘dynamic’ or ‘transforming’ neighbourhoods. On the periphery of the cosmopolitan spine there are signs of increasing demand in adjacent areas, including parts of Stockport and Trafford, where there are ‘pioneer’ localities with the emergence of new settlements among the more established Minority Ethnic
communities. This is also true in some parts of the north of the City region - in Haslingden and Rawtenstall, for example.

With relatively low household turnover, Wigan and Salford are likely to contain several ‘eroding’ neighbourhoods, although some areas may be experiencing signs of revival, partly due to affordability problems elsewhere. Wigan has the lowest proportion of Minority Ethnic communities in the City region, apart from the more affluent rural districts in the South. However within those areas where the overall Minority Ethnic population is low there are still scattered and distinct communities in parts of these areas – such as the Yemeni population in Eccles or the small Romany Slovak community in Wigan.

Manchester, Salford and Bolton and, to a lesser extent, Wigan, have hosted the largest number of Asylum Seekers in NASS accommodation. There has been relatively little dispersal within the sub-region in the past four years. As placements from NASS have started to decline, this sector has witnessed a considerable growth in accommodation for economic in-migrants from the EU, especially from the 2004 accession states. The subsequent patterns of mobility, fragmentation and consolidation among these groups can only be effectively tracked through detailed primary research. Anecdotal evidence in the focus groups suggested increased competition, especially over housing and schools, in areas with more settled Minority Ethnic communities – in the centre of Manchester and parts of Bolton, Oldham, Rochdale and Tameside. Some of the main imponderables about the future settlement of these groups are the duration of their stay, whether they will return to their country of origin and, if so, whether they will come back again later, whether other family members will come to join the predominantly male workers currently sharing with others or living alone in bedsits, and how this will vary among different Minority Ethnic communities.

The overall picture is extremely fluid, especially as a consequence of three underlying factors: changes in attitude and position across the generations; shifts in patterns of geographical settlement; and changing demand for different tenures. Among the larger and more established Minority Ethnic communities, the younger generation of households were less tied to the geographical proximity to cultural facilities and were more prepared to move elsewhere in order to get a better job. These ties are, however, still significant among smaller distinct communities and for those communities that are more recently established. The housing preferences of younger south Asian communities, and the likely pattern of new household formation, should be a priority for further research, as it may show a marked break with traditional attitudes and actions. The manner of meeting the housing and community
support needs of elderly households in Minority Ethnic communities is another topic meriting closer examination.

The ‘zone of transition’ in the inner urban ring around Manchester city centre, - in places such as Levenshulme, Longsight, Cheetham Hill and East Manchester - is subject to different, and potentially conflicting, pressures – from households considering the areas afresh, as a result of increasing affordability barriers elsewhere in the sub-region, from new economic in-migrants seeking a base, especially in the lower value private rented sector, and from existing Minority Ethnic groups with relatively high rates of household formation. While this had brought a revival in demand in some areas, such as Broughton, where properties had originally been earmarked for demolition, concerns remain about how robust this demand will be and about the quality of properties and neighbourhood infrastructure on offer. The problem of ‘low demand’ in such areas may have diminished, at least for the moment, only to be replaced by a more complex array of problems stemming from poor housing and neighbourhood quality.

The areas of settlement for economic in-migrants will be largely shaped by the availability of employment opportunities, especially in the low income service sector, in food processing and distribution and in agriculture, and where employers have developed their own recruitment programmes. The outcome is a much more variegated pattern across the City region - from Kosovans in Oldham to Kurds in Salford, from Somalis in Bolton to Lithuanians in Bury, and from Poles in Tameside to Slovaks in Leigh.

Finally, in terms of tenure, the aspiration to buy remains as strong as ever, but the ability to do so has waned in recent years. The uplift in demand at the lower value end of the owner-occupied market, the lack of take-up (as yet) for shared ownership housing products, the sometimes poor standards of management and property condition in the private rented sector – all these trends were bringing renewed demand for social housing, at least as a temporary housing option. The move to choice-based lettings system had also played a role in bringing the social sector into the view, as it were, of members of Minority Ethnic households wishing to move. The prospect of exercising the right to buy some way down the line and forms of tenancy support offered by some social landlords were further attractions for newly forming households entering the sector.

While this renewed demand for social housing might be welcome in some of the areas suffering in recent years from excess supply, it raises the prospect of increased competition, growing waiting lists and pressure to tackle ‘under-occupation’. This
may result in increasing tensions between the different communities and raise difficult questions about relative priorities in housing allocation, whether in local authorities, arms-length management organisations, stock transfer bodies or housing associations. The future role and contribution of specialist Minority Ethnic associations is also important here.

This research is one element of the Making Housing Count in the Manchester City Region commission. It forms a building block for ongoing work to examine the typology and trajectory of neighbourhoods and it will help underpin the Housing Market Assessments for the Manchester City Region. City Region strategies will need to seek to align trajectories of economic growth and household growth to provide a more effective balance between new demand and supply constraints.

9.1 **Headline recommendations**

Based on the conclusions and recommendations outlined above a series of key recommendations have been developed. These are relevant to AGMA, the constituent local authority districts of the city region reference area and to the wider Making Housing Count research commission.

- That local authority districts are encouraged to and supported in providing affordable housing options attractive to Minority Ethnic communities where these are within reach of employment opportunities and cultural facilities. It will be important to identify the type and location of housing that can support movement from overcrowded neighbourhoods in conjunction with Minority Ethnic groups.

- That the success of those schemes that are supporting Minority Ethnic households to move to non-traditional areas is monitored and consideration given to extending these.

- That all districts be encouraged to consider the locality classifications and to identify appropriate responses and the resource implications in order to support those areas that are undergoing, or are likely to undergo, significant change in the future. In particular appropriate forms of additional community support will need to be targeted on those neighbourhoods where 'pioneer' members of Minority Ethnic communities are moving in to ease potential problems arising from the transition.

- That the settlement patterns of economic migrants are monitored across the City Region to establish trends in duration of stay, extent of return to country
of origin, whether other family members join or new families are established and longer term patterns in movement to new neighbourhoods.

- That further research is prioritised into the housing preferences of younger South Asian communities and the likely pattern of new household formation.

- That further research is prioritised on the manner of meeting the housing and community support needs of older people in Minority Ethnic communities.

- That the impact of the renewed demand for housing is monitored to establish the impact on the housing market. Areas for further research could usefully include the barriers to Low Cost Home Ownership to Minority Ethnic communities and the role of BME associations in ensuring appropriate provision.

- It will be essential to ensure that the findings from this research feed in to the remainder of the Making Housing Count commission and that it helps to underpin future City Region strategy making.

- The individual local authority profiles highlight a number of potential priorities for research within each district. Some of this work is already underway. Consideration should be given to these and to commissioning jointly with neighbouring districts or those researching similar issues.

- All policies and strategies relating to future housing provision and the reconfiguration of existing markets should be 'proofed' in terms of their implications for community cohesion and diversity. In particular it will be essential to ensure that inequalities do not emerge unintentionally from prioritising particular property types, locations or tenures within the wider housing market.
Annex One: Definitions & Data Analysis
9.2 Definitions

Some key terms are worth operationalising in this area including:

- Minority Ethnic - Black and Minority Ethnic Groups. Minority Ethnic has been used as the relevant term throughout this report. The exception to this is where other research or literature is quoted directly which uses other terms for Black and Minority Ethnic Groups for example BME, B&ME. In the local authority profiles for example the literature quoted uses the terms used by each local authority within their housing strategy / needs survey / additional research.

- Literature - policy documents and research reports (national, regional, sub-regional, local) with relevance to this work stream. This will include existing research which can be provided by individual Greater Manchester local authorities on Minority Ethnic housing needs and aspirations within the local authority area.

- City Region – refers to the city region reference area established as part of an earlier workstream of the Making Housing Count research. Where only Greater Manchester districts are referred to reference is made to AGMA or Greater Manchester.

- NEAM - Ecotec Neighbourhood Economic Audit Model NEAM is a Census based ward level model purposely designed for social economic performance assessment and area profiling. Indicators relate to the economic base, labour market and social profile and the range of indicators can be used to benchmark wards, or collections of wards, across these domains.

- European Union migrants – refers to all Migrant workers from the European Union. However Accession or ‘A8’ migrants refers to eight of the ten countries that acceded to the European Union in May 2004. These ‘Accession Eight’ (A8) countries are:
  - Czech Republic
  - Estonia
  - Hungary
  - Latvia
  - Lithuania
  - Poland
  - Slovakia
  - Slovenia
9.3 Data analysis

Classification of population data for use in GIS

Graduated colour symbology has been used to represent population numbers for the Minority Ethnic groups. The ‘Natural Breaks’ method has been used as the starting point for this analysis. This method, developed by cartographer George Jenks, creates classes according to clusters and gaps in the data. It creates ranges according to an algorithm that distributes the data more evenly across the ranges so that the average of each range is as close as possible to each of the range of values in that range. This was selected as the appropriate approach to graphically representing an unevenly distributed data set ensuring that the ranges are well represented by their averages.

Once these clusters in the 2001 data have been identified a manual classification of the data has been applied to standardise the ranges to decennial numbers around the clusters identified. This is to help ease of visual interpretation it has also helped to facilitate comparison between the 2001 and 1991 data using similar ranges where possible. The data has then been examined further to ensure robust comparisons between 1991 and 2001, accounting for the different geographies. Enumeration Districts used in 1991 were geographically larger than the output areas used as the lowest Census Geography available for 2001. As part of the underling analysis we have looked at the population numbers and the breaks used in the 2001 and 1991 data and amended the ranges to ensure the maps reflect as far as possible actual changes in Minority Ethnic population or household numbers on the ground not changes on the basis of Census geography. However it is still important to view the maps in the context of the accompanying commentary.

MapInfo has been used as the GIS application for analysis. MapInfo uses “=>” and “<=” to produce ranges so the range classifications need to overlap to ensure no data is excluded. This means the ranges will have overlapping categories e.g. 1-20, 20-50, 50-100 etc.
Annex Two: Neighbourhoods experiencing change
Neighbourhoods identified as experiencing Minority Ethnic population change

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<tr>
<th>Neighbourhood</th>
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<td>Westhoughton &amp; Hulton</td>
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<td>South &amp; Great Lever</td>
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<td>Central &amp; Breightmet</td>
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<td>Bury East</td>
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<td>Old Trafford</td>
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<td>Stretford</td>
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</table>

1 City Region neighbourhoods as agreed with Districts as part of the Making Housing Count Typology and Trajectory workstream
Annex Three: Local Authority Profiles
10.0 Bolton Profile

10.1 Introduction

According to Census (2001) figures, Bolton's Minority Ethnic population represents 11%\(^1\) of the total population, which is comparable to that of Rochdale, but higher than found overall in Greater Manchester and the surrounding areas of influence. Bolton also has a current Minority Ethnic Housing and related Support Strategy, which covers 2005 to 2007 and was produced by Bolton Community Homes\(^2\).

Bolton commissioned a comprehensive study\(^3\) of the housing and related needs of the Minority Ethnic community in 2004, from which Bolton Community Homes then developed the housing and support strategy. Much of the research undertaken was quantitative in nature, i.e. (household) survey based, although some focus groups and interviews were undertaken to gain a wider perspective with recommendations made for future action. In terms of criteria, the housing research covers the main aspects being investigated through the Making Housing Count Minority Ethnic Housing Research.

10.2 Newly established Minority Ethnic communities and Asylum Seekers

According to figures in the Minority Ethnic Housing and Support Strategy, at any one time there can be 1,400 Asylum Seekers (p.g.14) dispersed in Bolton. While estimates suggest around 300 (21%) choose to settle in Bolton once given leave to remain in the UK (p.g.12). Bolton have appointed an Asylum and Refugee Team, and also established projects to help integrate these newly arrived Minority Ethnic groups into the community.

The Minority Ethnic study of housing and related needs interviewed 26 Asylum Seekers through the household survey. A variety of racial groups and nationalities were represented amongst the Asylum Seekers. Although difficult, and not statistically significant it is possible to identify that most Asylum Seekers were either placed in Council (50%), NASS (23%) or private rented properties (23%).

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\(^1\) Source: Bolton BME Housing and Related Support Strategy 2005-07 p.g. 7
\(^2\) Bolton Community Homes is a partnership of nine landlords providing over 28,000 homes for rent in Bolton.
Most of the Asylum Seekers had mixed feelings with regard to overall satisfaction with current properties, although were generally satisfied (62%) with the state of repair of properties (p.51). It is also claimed that in comparison to other Minority Ethnic groups, Asylum Seekers do not seem to be in a more disadvantaged position.

The degree to which Asylum Seekers feel integrated into the community varies for different racial groups, although most felt it was an important issue when choosing where to live. Generally the findings suggest that those Asylum Seekers who are not White are much more likely to suffer racial harassment than Eastern European Asylum Seekers belonging to White minority groups.

Views were fairly mixed with regard to satisfaction with services provided to help Asylum Seekers settle into their home, area and community. The impression given is that services have improved over time, although there is no conclusive evidence. In terms of additional support needs views were divided with no clear picture emerging. Perhaps the most revealing finding was that almost half of the Asylum Seekers interviewed were unsure of what services are available, an issue which is common in many Minority Ethnic housing surveys.

Some additional Asylum Seeker research was undertaken on the back of the housing and related needs study, in which the following findings emerged:

- Support services for Asylum Seekers stops once they have been granted leave to stay in the UK. Also those who receive a negative decision often suffer from a lack of support.

- A particular issue for Asylum Seekers and refugees is that of mental health issues, which is thought to be brought on by their asylum / refugee status.

- Asylum Seekers and particularly refugees have identified that they desire to live in mixed communities.

In addition a number of actions are identified in the Minority Ethnic Housing and Support Strategy. These include:

- The development and delivery of a Refugee Strategy which draws on findings from the asylum seeker-refugee research, along with the development of a Refugee Community Forum.

- Facilitate the integration of refugees into communities through Community Housing Services.
• Support refugees through employment settlement and financial management projects.

• Identify the housing and related support needs of the emerging Somali community. In terms of wider impacts on the local community, reception areas, local economy and service delivery there is no indication from the research as to what this might be.

10.3 Established Minority Ethnic communities

In terms of housing aspirations, evidence from the housing and related needs study suggest that members of the Minority Ethnic community in the private rented sector were most critical of their current tenure (26% - p. 84). Many residents renting from the private sector tended to feel their property was inadequate. In terms of tenure there was a general aspiration for owner occupation, particularly amongst the Asian community, and to a lesser extent the Black community. However, the Black population of Bolton were more likely to feel that owner occupation was not a realistic expectation. In terms of type of property, terraced properties were the most commonly desired, while larger, but affordable properties were other needs that emerged.

The study also states that overcrowding and property disrepair were serious issues, although findings suggest that Black residents (25% - p. 70) and those in private rented sector (28% - p. 71) were more likely to state housing conditions were overcrowded. Half of people who wanted to move stated the main reason as being they needed a larger property. In terms of outstanding urgent repairs, Pakistani owner occupiers and local authority tenants were disproportionately represented. Further to this, findings also suggest a link between property disrepair and poor health. The focus on these issues in the Minority Ethnic Housing and Related Support Strategy suggests that the local authority concur with these findings.

The study also found low rates of economic activity and high rates of unemployment in the Minority Ethnic community, particularly amongst Pakistani residents. This ethnic group were also most likely to describe themselves as sick or disabled, which relates back to the comment about the link between property disrepair and poor health in the Pakistani community.
A limited number of interviews were undertaken with older people, women and younger residents from Minority Ethnic communities. Findings suggest that older people and women do have particular support needs although are reluctant to access support. It is also suggested that a lack of awareness and understanding of support mechanisms has contributed to the reluctance to access support services.

The study recommends that the local authority and other support providers should produce information and guidance that specifically targets the Minority Ethnic community; as well as stressing the need for greater inter-agency collaboration and information sharing to identify the needs of the Minority Ethnic community.

With regard to the younger Minority Ethnic population findings show that there is an aspiration, particularly amongst young Asian people to live independently. If this finding is representative of young Asians as a whole, then an increase in household formation can be expected. The survey goes on to state that there is desire for owner occupation, although a degree of flexibility was expressed with regard to when and how this could be achieved.

A number of recommendations were made in the Minority Ethnic housing and related needs study, which can be summarised as follows:

- The main recommendation was the development of a Minority Ethnic Housing and Related Support Strategy, which the council, through Bolton Community Homes have taken forward.

- A more consistent approach to Minority Ethnic consultation that recognises the diversity within the Minority Ethnic community, as well as the needs of women and older people through the establishment of a Minority Ethic Citizen Panel. This has been recognised in the Minority Ethnic Strategy and is being taken forward through a number of projects.

- The identification of properties that meet the needs of Minority Ethnic groups to reduce over-crowding issues, as well as provision of properties to meet housing aspirations of different groups. Again, this has been recognised in the Minority Ethnic Strategy with the provision (or planned provision) of a range of properties (size, type and tenure) in particular areas of Bolton.

- A review of housing services, particularly in terms of access to and awareness of what support is available. For instance, it was reported that awareness of repair and maintenance services was poor. In order to tackle these issues a number of
actions were identified in the Minority Ethnic Strategy e.g. developing a Home Improvement Agency that recognises Minority Ethnic needs and targets Minority Ethnic groups (but is not exclusively for BME communities)

- There was also a range of other recommendations such as reviewing data capture forms to ensure ethnicity is recorded and monitored is a consistent and meaningful way. As well as reviewing the profile of services providers to make sure they are representative of the diversity of the Minority Ethnic community and ensuring that there is greater inter-agency cooperation.

Within the Minority Ethnic Housing Strategy there is a recognition that support needs to be about more than just housing. A number of recommendations are also made concerning access to training, education, and employment opportunities, as well as reviewing the provision of health services. The council has also appointed a dedicated Strategic Housing Unit Officer and Minority Ethnic Steering Group to ensure the strategy is monitored and actions implemented.

10.4 Minority Ethnic sub-market

Bolton produced its first Minority Ethnic Housing Strategy in 1999, and while there were some successes the council acknowledge that there was a need to update the strategy. Like many other authorities Bolton have highlighted race relations and access to services as being a driver, however, there is also an emphasis on the changing dynamics of communities at a local, regional and national level as a key driver. Community cohesion, integration, access and choice to housing as well as employment opportunities are key phrases that summarise the focus of the new housing strategy.

10.5 Minority Ethnic Settlement Patterns in Bolton

According to Census (2001) findings, five wards have a relatively significant Minority Ethnic population.

These wards include:

- Derby (now part of Rumworth ward) which has a Minority Ethnic population of 53%.

1 Source: Profile prepared by the Cathie Marsh Centre for Census and Survey Research, University of Manchester.
• Central (now part of Crompton ward), which has a Minority Ethnic population of 43%.
• Burnden (now part of Great Lever ward), Halliwell and Daubhill (now part of Rumworth ward and Hulton ward), which have Minority Ethnic populations of 27%, 24% and 20% respectively.

The highest Minority Ethnic population concentrations are found in central Bolton, as is the case in many other local authority areas.

Findings from the Minority Ethnic housing needs survey suggest that the Minority Ethnic population, particularly the Asian population tend to have a strong 'attachment' to their current area of residence. While those residents who hoped to move in the near future stated their desire to stay in the same area. This would suggest that current settlement patterns are relatively stable if survey findings are correct and (largely) representative of the Minority Ethnic community as a whole.

10.6 Stakeholder perceptions and areas for further research

It would appear that the local authority has instigated a number of research activities looking at both existing and new and emerging Minority Ethnic communities. This has then been followed up with the development of the Minority Ethnic Housing and Related Support Strategy. Reference is made to the monitoring and implementation of the strategy, and also to a review of progress 18 months after the Strategy Launch. However, it is not clear whether this review will be independent or internal or whether it will be more of a marketing or evaluative review of progress made.

Interviewees from Bolton local authority noted that there were significant recent arrivals from the Somali community. This included arrivals via Europe, the Dutch Somali community for example. There were also areas of settlement linked to NASS contracts.
11.0 Bury Profile

11.1 Introduction

According to the 2001 Census, Bury has a Minority Ethnic population (6% of the overall population\(^1\)) which is lower than in other Greater Manchester districts and surrounding areas overall. It has however produced both a Minority Ethnic Housing Strategy (2003-06) and accompanying Action Plan, one of only eight authorities included in the study that currently have a strategy.

Much of the research and statistics provided in the Minority Ethnic Housing Strategy are taken from national and regional sources, although there are some findings that draw on a survey undertaken on behalf of the local authority to look at Asian housing and social care needs.

At present there is limited other research, in fact the Minority Ethnic Housing Strategy states that:

"In Bury there is currently a lack of basic information that makes it difficult to state with certainty which solutions would be most effective (page 23)."

The BME strategy for Bury is currently being updated which will shortly provide more up to date information.

11.2 Newly established Minority Ethnic communities and Asylum Seekers

In terms of new Migrants and Asylum Seekers the Minority Ethnic Strategy states that Bury has started to make provisions for refugee groups, which have included the pledging of 102 properties, including 1-2 bed single and 2-3 bedroom family accommodation. Bury has pledged 102 properties for asylum seekers via the NASS programme.

However, what isn’t clear is how the local authority came to establish that these properties were required by newly arrived Minority Ethnic groups and Asylum Seekers. What is recognised in the strategy is that some accommodation needed to be set aside in order that communities and local services are not ‘over burdened’.

\(^1\) Source: Bury BME Housing Strategy 2003-06, p.g. 14
In order to gain a better understanding of the needs of newly arrived Minority Ethnic groups and Asylum Seekers, Bury aim to undertake or have undertaken the following:

- establish a Refugee Initiative to improve advocacy and support services;
- appoint a resettlement worker (post NASS accommodation);
- recruit a development worker (to coordinate community activities);
- produce a common induction programme; and,
- produce an asylum seeker / refugee strategy.

11.3 Established Minority Ethnic communities

When looking at more established Minority Ethnic communities some reference is made to the housing needs of the Asian community, who are concerned about the state of private rented sector properties, in which they are over represented.

Other factors identified include:

- Low income levels are identified as a contributory factor to the inability of the Minority Ethnic community being able to afford other property types.

- As is common in many Minority Ethnic communities, older members tend to prefer to stay in the family home rather than move into sheltered or specialist housing.

- Another issue commonly associated with the Minority Ethnic population is that of over crowding, although the findings provided in the Minority Ethnic Housing Strategy are not specific to any particular group.

- Council tenancy records don't identify the ethnicity of tenants and thus there is lack of understanding of the repair and maintenance needs of Minority Ethnic groups.

- The social rented sector is thought not to cater for the needs of Minority Ethnic community as properties are too small and are in the wrong location.

- Generally there is thought to be a lack of awareness (by the Minority Ethnic community) on what alternative housing options are available to them.
11.4 **Minority Ethnic sub-market**

One of the main drivers for the Minority Ethnic Housing Strategy was to improve race relations in Bury. To this end the council identified a need for greater equality, consultation, target setting and monitoring and review of outcomes with regard to housing policy and service delivery as important factors. The desire to avoid racial tension as seen in Bradford, Burnley and Oldham was also identified as a driving force, while guidance laid out by the government on community cohesion was a more specific reference to housing policy.

11.5 **Minority Ethnic Settlement Patterns in Bury**

According to the Minority Ethnic Housing Strategy, which draws on Census findings (2001) the Redvales Ward had the highest Minority Ethnic population concentration. The Minority Ethnic population in Redvales stood at 26%\(^1\) by far the highest concentration, while in general the Minority Ethnic population tends to locate in East Bury.

11.6 **Additional feedback from local authority stakeholders**

The young Minority Ethnic population in the borough has been observed to be increasing at a faster rate than the young white population.

In the past Bury was thought to have the largest Jewish population outside London. The 2001 Census shows this community is located on and across the borders into Manchester. Historically there was a pattern of the Jewish population moving northwards from areas in north Manchester to Prestwich and to Whitefield. There is a significant Asian population which have been observed to be following the same trajectory.

Bury has had contracts with NASS but are not aware of any significant impact from asylum seekers and refugees in the borough. For example there are no significant communities which have developed based on Asylum Seeker or Refugee settlement. This may be due to the overall high demand for housing and the lack of available properties. The number of Asylum Seekers and refugees in accommodation in Bury has been seen to have dropped over the last two years; however there are a wide range of nationalities and languages spoken.

\(^1\) Ibid p.g. 15
12.0 Congleton Profile

12.1 Introduction

Congleton, along with High Peak and Vale Royal had the lowest Minority Ethnic population of any of the areas included in the study (based on 2001 Census figures), representing just 2.7 percent of the total population (Including White Irish and White Other). At present Congleton do not have a Minority Ethnic Housing Strategy, although some focussed Minority Ethnic research was undertaken as part of the Housing Needs Survey (2004). The borough housing strategy also draws on these figures to provide a general overview of housing needs within the Minority Ethnic community.

12.2 Newly established Minority Ethnic Communities and Asylum Seekers

Other than their statutory responsibilities to people seeking asylum the council doesn't appear to have any specific research on asylum seekers or economic migrants.

12.3 Established Minority Ethnic communities

Although the council have not commissioned any specific Minority Ethnic research, Minority Ethnic data from the latest (2004) Housing Needs Survey has been analysed separately to give a baseline position on Minority Ethnic Housing needs.

Particular trends that have been identified from the data include:

- The majority (90%+) of Minority Ethnic residents in Congleton live in 3-4 bedroom accommodation.
- Residents stated that they had good access to a range of services.
- The biggest proportion of residents who felt their property was inadequate (68%) felt that it was too small, slightly higher than found overall.
- The survey seems to suggest that Minority Ethnic residents have above average annual incomes when compared to the borough as a whole.
- While employment opportunities (92%) was the primary reason given by Minority Ethnic residents for leaving the region compared to just 33 percent of all residents.
- In terms of aspirations there was a preference for detached properties, preferably with 3 bedrooms, while owner occupation was the tenure of choice for all residents interviewed.
• The borough housing strategy identifies one of its strategic aims is to better understand the needs of the Minority Ethnic community and to actively promote the services of the housing department. However, it is not clear how the council intend to consult with the Minority Ethnic community, other than through the housing needs research, or how they aim to promote council services to the Minority Ethnic community.

12.4 Minority Ethnic sub-market

No links are made to any drivers that have promoted the strategic aim to review the needs of the Minority Ethnic community, nor any reference made to wider Minority Ethnic sub-markets.

12.5 Minority Ethnic Settlement patterns in Congleton

No reference is made to any areas that have an above average concentration of Minority Ethnic residents.

12.6 Areas for further research

There are a number of areas for potential further research in Congleton. These might include:

• Specific research in areas where concentrations of Minority Ethnic residents are above the borough average.
• Specific research looking at Minority Ethnic residents housing needs and aspirations.
• The development of a Minority Ethnic Housing Strategy and / or Action Plan.

12.7 Additional feedback from local authority stakeholders

A significant Polish community has been established in neighbouring Crewe. However settlement on this scale does not appear to have taken place in Congleton. There are certainly small numbers of migrant workers within Congleton but not enough to be considered a community. There have been a small number of housing register applications however. These have been from a mix of families and single people. There appears to be a pattern of the employer provided housing initially but workers then seeking something more suitable.
13.0 High Peak

13.1 Introduction

High Peak, along with Vale Royal and Congleton had the lowest numbers of Minority Ethnic populations of any of the areas included in the study in 2001, representing just 1.2 percent of the total population. Due to the small size of the Minority Ethnic population the council has not produced a Minority Ethnic Housing strategy.

13.2 Newly established Minority Ethnic Communities and Asylum Seekers

Other than there statutory responsibilities to people seeking asylum the council does not appear to have any specific research on asylum seekers or economic migrants.

13.3 Established Minority Ethnic communities

There is no evidence or research provided by the local authority on Minority Ethnic communities.

13.4 Minority Ethnic sub-market

No links are made to any drivers that have promoted the strategic aim to review the needs of the Minority Ethnic community, nor any reference made to wider Minority Ethnic sub-markets.

13.5 Minority Ethnic Settlement patterns in High Peak

No reference is made to any areas that have an above average concentration of Minority Ethnic residents.

13.6 Areas for further research

There are a number of areas for potential further research in High Peak. These might include:

- Specific research in areas where concentrations of Minority Ethnic residents are above the borough average.
• Specific research looking at Minority Ethnic residents housing needs and aspirations.
• The development of a Minority Ethnic Housing Strategy and / or Action Plan.

13.7 Additional feedback from local authority stakeholders

The following points are observations made by High Peak Borough Council about shifting patterns of settlement and change within their neighbourhoods:

The Minority Ethnic population in High Peak is very small and stable rather than witnessing any significant change. Research has shown that the Minority Ethnic population has a housing and income profile that is higher than for the overall population. This has also been reflected in work has been carried out on perceptions. For example an accountant who moved into an area found people expected that he was the local doctor and was therefore Indian.

The area has a different history to some of the neighbouring districts. There is no significant history of the mill industry. Neither does the type of farming, which is livestock based and not labour intensive, attract migrant labour.

A further brake on changing communities is the affordable housing policy for local people. For example any affordable housing provided via Section 106 agreements would be specifically for local people. This is based on having a connection with the borough for last ten years so in migrants would struggle to access good quality affordable housing in the district.

The exception to this profile is Buxton which does have a poor quality private rented sector and has characteristics which are more urban than most of High Peak. There are older larger houses in Buxton which are a legacy of previous spa town prosperity. These are in conservation areas so the costs are high to renovate. Some of these therefore end up in poor condition and are rented out by private sector landlords. Such properties may provide cheap poor quality accommodation of the type that may be accessed by migrant workers. However there is no evidence that this is happening at the moment.
14.0 Macclesfield

14.1 Introduction

According to the 2001 Census, Macclesfield had a Minority Ethnic population of 5,457 (3.6% of the total population for Macclesfield), this is quite low compared to other authorities within the Manchester City Region. The Macclesfield Housing Strategy for the 2004-2009 period states that Minority Ethnic groups made up 1.9 percent of the population. This is far lower than the average for the North West region (5.6%) and lower than in the other Greater Manchester Authorities and surrounding areas. The relatively small Minority Ethnic population means that no Minority Ethnic housing strategy has been created. Within the Housing Strategy there is virtually no mention of Minority Ethnic housing at the moment and likely future requirements.

The 2004 Housing Needs Survey gives a better picture of the Minority Ethnic community in Macclesfield. This research was based on a postal questionnaire sent to 6,750 households in 10 Super Output Areas. HM Land Registry and Halifax house price databases were used as well. 95 percent of households are white according to the report. The 'White Irish' and 'White Other' categories represented just over half the Minority Ethnic groups in the Borough. It should be noted that the Minority Ethnic responses were based on a low level of data.

14.2 Newly established Minority Ethnic communities and Asylum Seekers

There is no reference to the presence of such groups, their housing requirements and likely size.

14.3 Established Minority Ethnic communities

Housing Needs Research suggests that there is a relatively small Minority Ethnic group within the Macclesfield Borough which is living in owner-occupied housing. Detached accommodation is preferable, although research suggests that flats are becoming a popular choice.

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14.4 Minority Ethnic sub-market

Findings from the Housing Needs Survey indicate that there are several factors that prevent Minority Ethnic households from moving. The majority said that they were unable to buy another home, and other popular reasons were; unable to afford to move, and a lack of affordable rented housing.

14.5 Minority Ethnic Settlement Patterns in Macclesfield

The Housing Needs Survey\(^1\) identified that "the majority of Minority Ethnic groups live in Detached housing (37.7%)\(^2\) followed by Terraced Housing (33.1%)." A high number of all respondents (92.5%) indicated that their homes were adequate, while (7.5%)\(^3\) of Minority Ethnic groups said their home was inadequate. As with the whole population the most popular response from the Minority Ethnic groups was that their housing was of an inadequate size. The second biggest problem was that rent / mortgage costs were too expensive.

There is detail on the location choices within the Borough.

14.6 Other findings

There is recognition that low income residents are being priced out of the area, this may be linked to the small size of Minority Ethnic groups, with only the wealthy represented within the Borough.

14.7 Areas for further research

Firstly it should be noted that much of the evidence here has come from a small sample of Minority Ethnic groups taken by the Housing Needs Survey. There was an interesting outcome from the Housing Needs Research that showed "25.2% of Minority Ethnic households had incomes above £100,000 compared to 6.3% in the whole population.\(^4\)"

This suggests that within the Macclesfield area there may be a concentration of high-income Minority Ethnic groups. As the Minority Ethnic population as a whole grows,

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\(^2\) Ibid p.g. 81

\(^3\) Ibid p.g. 81

\(^4\) Ibid p.g. 81
high income groups will also increase in number and therefore require more research and a greater understanding than currently exists.

Research into the small numbers that are located within the Borough could provide an understanding of Minority Ethnic groups in areas of below average numbers. A high income Minority Ethnic typology could be researched and understood by carrying out research in Macclesfield.

It would be valuable to understand where Minority Ethnic groups settle within the Borough and how these choices are modified / constrained by the above average house prices in the Borough compared to the rest of the North West.

14.8 Additional feedback from local authority stakeholders

The following points are observations made by Macclesfield Borough Council about shifting patterns of settlement and change within their neighbourhoods:

Macclesfield are not aware of migrant workers within the Borough, with no evidence of this from employers side and this has not been raised at employers meetings.

The main Minority Ethnic population are in the top end socio-economic range and tend to be professionals living in the more affluent part of the borough. There are less settled Minority Ethnic households which include Health Service workers working in nursing homes and living in private rented or tied to hospital accommodation. Macclesfield have no data on which groups these might be as the numbers are very small. The local authority has found difficulties trying to engage to further explore Minority Ethnic needs and experiences in the borough.

Research into the housing needs of BME communities in Cheshire is currently underway, commissioned by the Cheshire Housing Alliance. This two year research commission is due to report in mid 2007.
15.0 Manchester Profile

15.1 Introduction

In 2001, according to Census figures Manchester's Minority Ethnic population stood at 19 percent of the total population\(^1\). Manchester's Minority Ethnic population represents by far the greatest proportion of the total population in Greater Manchester or surrounding areas of influence. It is also probable that since the (2001) Census the Minority Ethnic population in Manchester has grown to over 20 percent i.e. one in five people are from an ethnic minority group. In order to support the housing needs of the Minority Ethnic population the council has produced a Minority Ethnic Housing Strategy, one of only eight local authorities in Greater Manchester and the surrounding areas of influence to have (currently) done so.

No recent research has been made available to this project that specifically examines Minority Ethnic Housing needs for the whole authority. Rather Minority Ethnic housing needs have been covered in various documents including:

- A study into the housing experiences of Manchester's Vietnamese community (1996).
- Tradition, change and diversity: understanding the housing needs of Minority Ethnic groups in Manchester (1999).
- Minority Ethnic Housing Strategy.
- Gypsies and Travellers and also Asylum Seeker Housing needs are touched upon in the Supporting People Strategy (2005).

15.2 Newly established Minority Ethnic communities and Asylum Seekers

In the current Minority Ethnic Housing Strategy it is estimated that Manchester has around 1,800 Asylum Seekers in the city at any one time from 60 or so different countries\(^2\). Through community consultation the Minority Ethnic strategy recognises that Asylum Seekers have particular needs. For instance, being housed in non-traditional areas without appropriate support, and have in response implemented

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\(^1\) Source: Census profile prepared by the Cathie Marsh Centre for Census and Survey Research, University of Manchester.

\(^2\) Source: [http://www.manchester.gov.uk/housing/strategy/bmestrat/index.htm](http://www.manchester.gov.uk/housing/strategy/bmestrat/index.htm)
tenancy support services. There is however no evidence that any specific research has been commissioned in order to establish the needs of Asylum Seekers or future housing aspirations.

Asylum Seeker support services are again picked up on in the Supporting People Strategy (2005), where reference is made to housing need. Asylum Seekers have been consulted regarding the support they receive, however, the focus is very much limited to the efficiency of support services and therefore doesn't allow for the exploration of needs. National evidence that reflects local issues is provided in order to identify particular housing and other support needs.

Key issues include:

- Asylum Seekers are given 28 days to leave NASS accommodation once they are granted leave to stay, which can be a difficult and stressful time for people. The council states that 'close working' between NASS and other support services (multi-agency approach) is required to smooth the transition.

- The research provided also differentiates the needs of young (and unaccompanied) Asylum Seekers, as well as those with additional needs, such as mental health issues, language barriers or HIV / Aids. In some cases where there is a need for medium to long term support it is recommended that people should not move straight from NASS accommodation into their own home.

- Homelessness is also picked up on in the research findings provided. In some cases, generally post NASS accommodation, Asylum Seekers are left with no other option but to register themselves as homeless in order to secure accommodation. The council advocates a more co-ordinated approach to support services in order to avoid this scenario.

A number of investment priorities are also identified in the Supporting People Strategy. These include:

- Financial investment in new and reconfigured support services. This includes the development of new resettlement services to prevent homelessness with a specific focus on those with language barriers and also the young and unaccompanied. The council will also look to work with partners to mainstream innovative pilot work.
• Support partners to undertake further research, as well as the use of strategic support plans to enable refugees to move from NASS to long-term housing with resettlement support. Investigate the impact specific needs such as HIV / Aids and physical and mental disabilities will have on the demand for specialist services.

• Investment in training and the provision of quality services, such as ensuring that all support services have adequate translation services. And also that all information for service users is accessible and available in translation, as well as ensuring that good practice is shared amongst specialist providers.

Although the strategy suggests the council will support partners to undertake further research, this seems to be focussed around improving service delivery. There would appear to be a gap in terms of recent research which covers the housing needs and aspirations of Asylum Seekers and newly established Minority Ethnic communities, which is much broader than service delivery.

Some small scale resident perception focus groups¹ with Minority Ethnic residents and Asylum Seekers and refugees were conducted in East Manchester. Focus groups with Asylum Seekers were undertaken in order to establish thoughts on local facilities, housing, crime, the community and moving intentions.

It was established through the focus group that:

• The quality of NASS accommodation in East Manchester varies substantially according to the letting agency. For instance, Happy Homes were regarded as being in poor condition, while in general most properties tended to require some form of repair.

• A range of views were expressed with regard to tenure, post NASS accommodation e.g. a desire for terraced properties and flats, although the quality of the accommodation was perhaps the overriding factor.

• East Manchester was generally regarded as a reception area for Asylum Seekers; it is also an area where most of the group expressed a desire to remain post NASS accommodation.

• There was a general feeling that community facilities required investment, and
general fears about crime and going out after dark. Community spirit was also
something people thought required attention. Perhaps reinforcing the view that
Asylum Seekers tend to housed in the most run down areas.

15.3 Established Minority Ethnic communities

In terms of established Minority Ethnic communities there is more research available
on housing needs and aspirations than on newly established Minority Ethnic
communities and Asylum Seekers. The most comprehensive authority wide research
available, Tradition, Change and Diversity (1999)¹, where seventy household
interviews were undertaken, along with focus groups and stakeholder interviews. The
Minority Ethnic Housing Strategy draws on this study when looking at Minority Ethnic
housing need, with an action plan developed to implement interventions based on
key recommendations from the research.

The strategy also suggests that the council work with service delivery partners in
order to facilitate consultation with the Minority Ethnic community. However, the focus
of consultation exercises seems to be based around service delivery. Reference is
made to the establishment of a Minority Ethnic tenant group to assess ‘customer
requirements’, although again the focus is on current initiatives and not necessarily
around housing aspirations.

Key issues identified in the strategy, which are drawn from the research include:

• The provision of sheltered accommodation for elderly people, which is culturally
  sensitive.

• Overcrowding was thought to be a particular issue, along with the need for larger
  properties, particularly in the South Asian community. This problem was being
  compounded by a lack of appropriately sized properties for people to move in to.

• The length of time spent on re-housing waiting lists was thought to be too long.
  While those who were being re-housed were concerned they were being placed in
  non-traditional areas.

¹ The Housing Corporation (1999) Tradition, Change and Diversity: Understanding the housing needs of Minority
Ethnic groups in Manchester. Research undertaken by Manchester University
• The main social issue to emerge was fear of crime, particularly racial harassment.

• While day to day services were perceived as being inaccessible due to language barriers.

The Tradition, Change and Diversity survey also covered resident preferences for different tenures, with home ownership favoured over other tenures. This was particular true for South Asians, while Registered Social Landlord (RSL) properties were preferred over local authority properties. The preference for RSLs over local authority properties was attributed to the development of Minority Ethnic focussed RSL schemes, a better quality of service from RSL staff, and the general state of disrepair of council owned properties. Council repair and maintenance services were also thought to be unresponsive, while council properties were thought unsuitable for Asian families because of the size, with acute over-crowding identified as a particular issue.

The survey identified a preference for owner occupation, particularly amongst the Asian community; however, a number of issues were identified. These include the poor condition of owner occupied properties, with extensive over-crowding in older terraced coupled with a poor state of repair. Significantly, many of these households were thought to lack the necessary resources to undertake either urgent or long term repairs to properties.

Findings from the survey Tradition, Change and Diversity seem to be largely consistent with similar, more recent household surveys, however, it would be interesting to see how views have changed since the survey.

A small scale resident perception study in East Manchester\textsuperscript{1} found overall that rather than a preference for owner occupation or rented accommodation, the overriding factor was affordability and a decent home. There was a general desire to see more private and social rented properties that met affordable and decent home criteria. Many Minority Ethnic residents in the East Manchester focus groups didn't own their home, nor did they expect to in the near future due to affordability issues. As in the Manchester wide survey (1999), findings from the resident focus groups in East Manchester suggest that existing properties are too small, particularly for residents from the Asian community, who require 4-5 bedroom houses. There was also a

sense that the private sector does not necessarily cater for the Minority Ethnic market i.e. new builds are too small with little garden space.

Through the focus groups the study was also able to elicit views regarding crime, education and access to services.

Some of the key findings include:

- Fear of crime was a particular issue, particularly racist attacks. While there was other more general issues to emerge, such as burglary and youth crime, although these were thought to affect all sections of the community.

- Schools need to promote a greater awareness of the cultural diversity that exists within communities, while schools and neighbourhood and community centres and services should be developed with integration in mind.

- A need for better information to be provided to the Community Forum in order that when new ethnic groups enter the community services and advice can be targeted. Building on this a need for better translation and interpretation services was identified, along with the development of more culturally sensitive services, e.g. shops, places of worship and community facilities.

15.4 Minority Ethnic sub-market

The Minority Ethnic Housing Strategy is closely aligned to the Community Strategy, particularly in terms of the creation of sustainable neighbourhoods. The community strategy, which is being driven forward by Manchester Partnership,¹ is focused around a number of key thematic areas.

These include:

- Economy and Local Employment.
- Children and young people.
- Sustainable neighbourhoods.
- Crime and disorder.
- Transport.

¹ Please Note: Manchester Partnership is the Local Strategic Partnership (LSP) for Manchester. The LSP is a body that encompasses a range of service providers in order to drive forward community change.
• Cultural.
• Health inequalities.

The local issues tackled through the Community Strategy are very much based on the opinions of local residents. Through Minority Ethnic consultation activities, it is expected that the Minority Ethnic population will be able to feed into the Community Strategy, particularly in terms of creating sustainable neighbourhoods. Under which the ability of all residents to access homes suited to their needs and aspirations is identified as key element of sustainability.

15.5 Minority Ethnic Settlement Patterns in Manchester

According to the Minority Ethnic Housing Strategy for Manchester Black and Minority Ethnic populations are unevenly distributed across the city with a large proportion living in a small number of wards.

Figures from the 2001 Census show the highest concentrations are in¹:

• Longsight (53%);
• Moss Side (52%);
• Cheetham Hill (49%); and,
• Whalley Range (43%).

There are also major concentrations in:

• Ardwick (38%);
• Rusholme (38%);
• Hulme (32%); and,
• Fallowfield (28%).

According to findings from the East Manchester study (2005), Minority Ethnic residents in Beswick, particularly those from the Chinese and Vietnamese community see the area as up and coming. This is an interesting finding given that Beswick had a relatively small Minority Ethnic population in 2001 of just 8 percent². Generally

¹ Source: Census profile prepared by the Cathie Marsh Centre for Census and Survey Research, University of Manchester.
² Source: Census profile prepared by the Cathie Marsh Centre for Census and Survey Research, University of Manchester.
speaking Miles Platting, Clayton and Openshaw are also considered areas that are becoming popular.

East Manchester appears to be both a reception area for Asylum Seekers and refugees, and also the area of permanent residence for a large gypsy and traveller population. It would be interesting to discover how the Minority Ethnic population has grown and diversified in these areas of the Manchester.

A recent report produced for Willow Park Housing Trust\(^1\) based in Wythenshawe has noted the diversity of new communities being established in an area that was formerly considered predominantly "White British". For responses to a postal survey represented 35 nationalities. This may be a reflection of new communities being created in parts of the city that have not functioned as traditional "reception areas" for migrants.

15.6 Areas for further research

Based on the research, statistics and other documents and strategies reviewed which cover Manchester, there would appear to be gaps in research in the following areas:

- There appears to be a limited evidence base which focuses on the needs and aspirations of Asylum Seekers and refugees. Current findings are that the foci for research seems to be fairly narrowly focused on improving support services.

- East Manchester appears to be both a reception area for Asylum Seekers and refugees, and also the area of permanent residence for a large gypsy and traveller population.

\(^1\) Responding to the needs of BME residents in Willow Park. CLES and Equal Access October 2006.
16.0 Oldham Profile

16.1 Introduction

The ethnic composition of Oldham differs from other boroughs in Greater Manchester. Nearly 14 percent of the borough's population are from Minority Ethnic communities. More noticeably Oldham has a low proportion of white people (86.1%) and high proportion of Asian people (11.9%) compared to other boroughs within England. Not surprisingly the two largest ethnic groups in Oldham are white British and Pakistani people. The third largest ethnic group in the borough is the Bangladeshi community, which accounts for nearly half (48.9%) of the Bangladeshi population of Greater Manchester. The borough's population is expected to increase slightly (0.5%) by 2011, especially within the Minority Ethnic community (over 30%).

'Ethnic groups in Oldham' a study undertaken by the Oldham Forum for Oldham Research, provides a good insight into deprivation within the Minority Ethnic community. Using figures from the 2001 Census, the study found unemployment rates for Minority Ethnic people (15%) in Oldham to be three times the rate for white people (5%). The study found unemployment rates to be particularly high amongst the Pakistani and Bangladeshi groups. Relating to this there are significant differences in educational attainment by ethnic groups. Pupils of Pakistani, Bangladeshi and African-Caribbean background have lower levels of GCSE attainment on average than pupils from other ethnic groups.

16.2 Newly established Minority Ethnic communities and Asylum Seekers

The number of Asylum Seekers living within Oldham is expected to grow as a direct result of the £500,000 in funding received by the FCHO Asylum Support Service through the National Asylum Support Service (NASS) for Asylum Seekers. The funding is being used to create purpose built units.

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1 Source: Census profile prepared by the Cathie Marsh Centre for Census and Survey Research, University of Manchester.
2 First Choice Homes Oldham (August 2003) Equality and Diversity Policy
16.3 Established Minority Ethnic communities

The 2001 Census study (Ethnic Groups in Oldham) found the average household size in Oldham to be 2.45 people (p. 35), was the largest average household size in the ten districts of Greater Manchester and the fourth largest household size in the North West. A study undertaken by University of Salford in 1997, examining the Housing need and preferences of Asian Households in Oldham identified overcrowding as the single most important issue for respondents taking part in the research. It was felt that the lack of large affordable family homes contributed to the problem.

Specific affordability and supply problems were cited for hot spots such as Saddleworth, which respondents felt were exacerbated by Right to Buy sales and high local house prices. Similarly the respondents cited a low supply of affordable housing in the wards surrounding the town centre (Westwood, Glodwick and Werneth/Freehold). These wards have a high concentration of private sector Victorian terrace homes as well as a large Asian population. The respondents felt that in such areas property prices were artificially high, due to the reluctance among many Asian residents to move to non-traditional areas with a lack of cultural amenities. The respondents felt that the problem could be resolved by mixed tenure developments that incorporate a range of housing types, sizes, prices and income earners to build balanced and cohesive communities.

16.4 Minority Ethnic sub-market

Existing literature suggests a strong preference for by Minority Ethnic groups to live in a property which they owned. The 2001 Census study found that seven in ten (71.3% p. 29) of Oldham’s population lived in properties which they owned. The Census also found that a high proportion of Indian (83.3%), Chinese (80.4%), white British (72.6%) and Pakistani (72.1%) people lived in the property which they owned (p. 29).

People with a mixed heritage (39.1%) and black people (36.6%) were more likely to live in social rented accommodation than other ethnic groups (p. 29). A stock condition survey in 2000 found that 88% of council homes did not meet the Decent Homes Standard. The council has estimated that it will cost £118 million to bring these properties to a decent standard by 2010.
In conjunction with the council, FCHO are seeking to encourage more people from the Minority Ethnic community into their properties and have recognised that they must provide the following in order to achieve this goal:

- larger homes for Minority Ethnic tenants
- more suitable houses in areas of choice
- better design and layout of properties for cultural and religious needs
- more secured properties

The results of a survey undertaken by the Northern Housing Consortium in 2003 to gain the views of Minority Ethnic community within the borough, may influenced the council's and FCHO decision to adopt the above approach. When questioned the respondents indicated that a lack of cultural and religious facilities, fear of racial harassment, fear of isolation and lack of shops selling Asian/Minority Ethnic foods and goods were the factors which influenced their decisions not to move into social rented accommodation.

The survey also found that 68.4 percent\(^1\) preferred to live in a mixed community, including those with the same cultural background as the respondent. The respondents indicated that they would be encouraged to move if better layouts and larger homes were provided. 56 percent of Bangladeshi and 44 percent of Pakistani applicants required three or more bedrooms. This compared to 23 percent of white and 18 percent of other Minority Ethnic applicants (p. 12). Furthermore 65 percent of Bangladeshi applicants and 44 percent of Pakistani applicants qualified for overcrowding points (p. 13). Across all Minority Ethnics groups, 65 percent of offers were properties in West Oldham, 17 percent for East Oldham, 8 percent for Chadderton, 6 percent for Saddleworth and Lees, 3 percent for Shaw & Royton and 1 percent for Failsworth/Hollinwood (p. 10).

As with the social rented sector, previous research suggests that Minority Ethnic groups are reluctant to move to specialized housing for older people. Findings presented in the strategy and action plan (from a study jointly commissioned by Rochdale and Oldham council) examining the housing and social care needs of Asian elders in Rochdale and Oldham, found only 45.5 percent people interviewed were aware of specialized housing offered to elderly people (p. 9). Only 20.9 percent of respondents stated that they or a family member would consider living in a sheltered scheme (p. 9). The study also found Pakistani and Bangladeshi people still

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\(^1\) Source: Oldham BME Strategy and Action Plan (2004-05), p.g. 5
preferred traditional areas of settlement due various facilities being available, feeling safe and secure and as they have family/friends residing in those areas.

In terms of the private rented sector, people were less likely to live in private rented accommodation than people in England. Pakistani people in particular were less likely to live in private rented accommodation in Oldham, as were White British people.

16.5 Minority Ethnic Settlement Patterns in Oldham

Previous research undertaken into the housing market in Oldham found the Minority Ethnic community to be concentrated in the wards around the town centre, with the highest concentrations in Coldhurst, Alexandra, Werneth and St Mary’s. Further analysis into Minority Ethnic settlement patterns within the borough has found that the Pakistani community to be concentrated in Glodwick, Werneth and Coppice and the Bangladeshis in Coldhurst and Westwood areas. Whereas the most rural wards in Oldham have a predominantly white British population. The populations of Saddleworth West, Saddleworth East and Crompton comprised respectively 97.1 percent, 96.9 percent and 96.7 percent white British people. This concentration of ethnic groups into certain areas of Oldham has led to major problems relating to racial segregation.

The problems of racial segregation were highlighted as a major cause of the Oldham riots of 2001 in the Ritchie Report. As a direct result community cohesion is high on the strategic aims of both Oldham Metropolitan Borough Council and the arms length management organisation First Choice Homes Oldham (FCHO). Furthermore this has led to the development of a Minority Ethnic housing strategy and a Race Equality scheme by FCHO, which centres on integrating Minority Ethnic tenants into existing and new tenant involvement processes and structures.

Tenants involvement processes adopted by FCHO include a general tenants survey. The most recent survey undertaken by FCHO was in 2003 and found the proportion of Minority Ethnic tenants who were very or fairly satisfied increased from 38 percent in 1999 to 45 percent in 2003 (p. 41). In terms of ethnicities, 52 percent of Pakistanis were satisfied as were 44 percent of Bangladeshis, compared to 41 percent of white British. However, Bangladeshis were the most likely to be dissatisfied at 18 percent (p. 41). FCHO is seeking to increase participation by Minority Ethnic groups in tenants involvement processes such as the survey by building up knowledge and

1 Source: Forum for Oldham Research (2004) Ethnic Groups in Oldham p.g. 5
information from a Minority Ethnic background as well as working with the Council for Voluntary Service (CVS) and Oldham’s Race Equality Partnership. Similarly Oldham Metropolitan Borough Council are also undertaken a series of activities to increase participation by Minority Ethnic groups. The council has allocated £1000 of its Community Fund specifically for projects or events that involve Minority Ethnic groups. The council holds a Community Funds budget of £10,000, which communities can bid for to improve their area and build community spirit.

16.6 Additional feedback from local authority stakeholders

Specific clusters of communities can be observed, for example the Westwood area has a concentrated Bangladeshi population while the Freehold are has a mixed Pakistani and Bangladeshi community. In Glodwick there is a small Bangladeshi community which is separate to Westwood but the area has a predominantly Pakistani/Kashmiri community.

Initiatives have been undertaken to support the Minority Ethnic community in moving into non traditional areas. There is a feeling of more confidence to move into different areas for example some moves from the Glodwick area, where there is a shortage of homes, to social housing the Clarksfield area. There have also been some moves into Greenacres. In particular the area is starting to see younger Asians move more widely but there is still a very localised pattern of migration overall with lots of moves within a concentrated area.

The concentrations of the Minority Ethnic communities are producing an "artificial market" in Glodwick and Westwood with very high demand and consequently high prices even for poorer condition properties. This market is largely based on cash purchases. For example when Manchester Methodist Housing Association developed homes for sale these were quickly secured with cash deposits of £50,000.

Significant investment via Housing Market Renewal is expected to change the market and will provide a different property mix with better quality housing.

There are thought to be circa 1000 asylum seekers in the district. These comprise a mix of races, predominantly African and European. There is a tendency for settlement to be in traditional Minority Ethnic areas, where property has been available.

The first arrivals through the asylum system were primarily from Kosovo. These were welcomed, particularly by the Muslim community. However they became seen as a threat to the existing community, particularly in terms of competition for housing.
Hostility emerged from the Bangladeshi community to the Kosovans. One scheme for Kosovan asylum seekers had to be moved because of hostility.

Emerging communities have been observed since EU expansion, a Polish community in particular. These are thought to be concentrated in the private rented sector. This is an area for further research.

There is also a growing younger population which creates an issue for schools. For example in Westwood there are all Bangladeshi schools. School joining projects have been established to try to address these issues.
17.0 Rochdale Profile

17.1 Introduction

Rochdale has a relatively large Asian community compared to the rest of the North West and the AGMA area. The community is also growing at a fast rate with data\(^1\) suggesting that the number of Asians will increase from 18,400 (8.8%) in 1998 to 29,750 in 2016 and 33,100 (15.7%) in 2021. This is a growth of 80 percent in the overall 1998-2021 period.

In line with these projected population increases there is a projected doubling of Asian households in the 2001-2021 period, up from 4,762 to 6,987 in 2011 and 9,274 in 2021. This growth will place greatest pressure on existing Asian neighbourhoods in central Rochdale such as Milkstone and Deeplish, and Wardleworth where there are currently problems of overcrowding, stock unfitness and a shortage of future land supply. The distribution of affordable private housing and the location of social housing estates concentrate the problems in these areas. White household growth over the same period is expected to be by 2 percent, up from 80,711 to 81,690.

The 2000 Housing Need and Demand Study identified a slight surplus of socially rented properties in the Borough. This is a result of the wrong type of properties in the wrong location with an oversupply of one and two bed socially rented properties and a shortfall of socially rented family housing.

The Draft Housing Strategy 2005-2008 identifies that this housing market dysfunction is likely to be exacerbated if population projections suggesting a growth of five percent between 2001 and 2021 are correct. To address this matter the Housing strategy needs to build more high quality housing that meets the needs and aspirations of current and future generations within transformed neighbourhoods where people choose to live.

17.2 Newly established Minority Ethnic communities and Asylum Seekers

The Rochdale Homelessness Strategy published by the council in 2003 states that there is a hidden homelessness problem among Minority Ethnic communities in Rochdale. Most people who are homeless are single males. A high priority is being awarded to applicants who are facing severe overcrowding and living in insecure

\(^1\) All figures from the Rochdale Housing Need and Demand Study, Commissioned by Rochdale Metropolitan Borough Council and Rochdale Housing Initiative, By CSR Partnership, 2001.
housing. Potentially homeless applicants are given reasonable preference for rehousing.

Also recognised is that the needs of ethnic groups in Rochdale are changing due to the dispersal of Asylum Seekers. This has led the council to develop a Black and Ethnic Minority Strategy in addition to the Minority Ethnic Housing Strategy. The Rochdale Homelessness Strategy\(^1\) published in July 2003 states that 400 asylum seeker placements per year were being made, with 70 percent of these cases securing refugee status.

The National Asylum Seekers Scheme Team, the Central Homelessness Section and Rochdale Borough wide Housing work closely together to meet the needs of households to identify housing, assist with welfare rights, health needs and educational needs with minimal distress to individuals involved. Once a household has been allocated accommodation there is a need for 'continued floating support'.

With several housing market areas present there is the need for different and strategic responses. The urban areas contrast with the more rural ones. Issues of low demand, high voids and social and economic difficulties are issues that are most relevant to the development of a Homelessness Strategy.

The Asian Housing Strategy first developed in 1997 and updated in 2002 provides a planned and structured approach to resolving housing and related needs.

'The Housing and Support Needs of Women, especially those Ethnic Minorities' (2000) identified that there is a need to develop services for Asian women. Access to information, access to services and support for single women and women fleeing domestic violence are the key requirements.

17.3 **Established Minority Ethnic communities**

The Rochdale Inner Urban Area houses a significant proportion of the Borough’s Minority Ethnic population. Asian households tend to be larger than those of other ethnic groups with an average household size of 4.41 compared to a borough average of 2.37\(^2\).

Within the Inner core of Rochdale there are four distinguishable sections:

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\(^1\) Rochdale Homelessness Strategy, Rochdale Metropolitan Borough Council, July 2003.

• The middle of the central and Falinge ward has a mainly white population (less than 20% Minority Ethnic) residing largely in flats.
• The South-East has a population largely Bangladeshi in origin and consists of a mix of flats and terraced property.
• The South-West consists of a more mixed Minority Ethnic population, living mainly in flats but also terraced accommodation furthest west in the ward.
• The Northern area is mainly Pakistani in origin and consists of mostly terraced housing.

Asian communities are concentrated in the inner Rochdale area. Milkstone and Deeplish are the main areas of ethnic concentration. In 1991 the Asian community represented 63 percent of the population; this had increased to 76 percent by 2000. The population is young with a third of the population under the age of 15 and 54 percent under the age of 29. Levels of overcrowding are high and health levels are poor.

The housing stock in these areas is mainly small and worn-out Victorian terraced housing. In other parts of the conurbation this type of housing might be in crisis, but to date this type of housing has been sustained by the natural expansion of the community. Also of great importance in sustaining this demand have been the higher property prices in the Town Centre, a ring of social housing and the town's relatively expensive suburban areas.

For Rochdale as a whole, a very high proportion of the population is under the age of 17 (25 %) compared to the national average. The greatest concentrations of young people are in inner Rochdale. In relation to the Index of Multiple Deprivation Rochdale ranks as the 37th most deprived authority. The Council's Neighbourhood renewal strategy defines deprived neighbourhoods and 30 percent of the population lives in a deprived neighbourhood according to this definition. Incomes in the Borough are low with just under a third of households having an income below £10,000 p.a. The Borough's overall health statistics are poor with a standard mortality rate that is well above the national average.

Rochdale Metropolitan Borough Council and Ashiana Housing Association produced an ambitious strategy in 1998 aimed at eliminating housing and related disadvantage in Rochdale’s Asian community by the 2011 Census.

1 P38, Rochdale Housing Need and Demand Study, Commissioned by Rochdale Metropolitan Borough Council and Rochdale Housing Initiative, By CSR Partnership, 2001.
This report also highlighted the following themes that still seem pertinent today:

- severe overcrowding
- extended families
- housing for Asian elders
- high levels of unemployment
- poor housing conditions

The 1996 Rochdale Council / Rochdale Housing Needs Survey Population identified that:

The Pakistani and Bangladeshi communities have a very young and growing population structure. At the youngest ages these populations will make an increasingly significant contribution to Rochdale's schools.

The aforementioned groups are expected to grow at all ages over the next two decades with many more people reaching pensionable age. This will have implications for the provision of care services to the elderly in the borough.

Different housing needs to those indicated by the DTLR household projections will be required because of the growth in the Pakistani and Bangladeshi communities. Rochdale will have fewer households than DTLR projections suggest, but these will be of a larger size.

Through the HMR pathfinder delivery plans, the sheltered housing review and the application of the sustainability model to the councils stock, the removal or conversion of those properties that no longer meet householder's aspirations should be achieved.

17.4 Minority Ethnic sub-market

In 2001 of the 87,000 dwellings in the Borough 39 percent of these were terraced houses. In terms of tenure, two thirds of households lived in owner occupation, 19.5 percent rented from the council, 5.3 percent rented from Registered Social Landlords and 8.8 percent rent from private landlords¹.

There is a strong preference for owner-occupation within the Asian populations of Wardleworth and Milkstone and Deeplish. The Wardleworth area remains popular among current residents and those in Milkstone and Deeplish, despite an unattractive

¹ Terraced Housing in Rochdale – Market Drivers and Implications, Rochdale Housing Initiative, By CSR Partnership, September 2004.
housing profile. This is illustrated in part by the steady house prices, few sales and no abandonment.

The Asian Housing Design Study (2002) found that local Asian residents expressed a desire to move away from the core of traditional settlement area, whilst still being within close proximity to the community and cultural facilities. A majority of those sampled would rather purchase a new build property than a cheaper terrace property in Wardleworth. This suggests that Asian households may be willing to invest in a more expensive property that is more suitable to their requirements.

A significant proportion of the sample population have the financial capability to purchase a property on the open market despite low incomes. Informal funding (e.g. lending circles) within Asian communities is a strong enabling factor.

The CSR Housing Need and Demand study of 2001 identified that the housing market remains buoyant in most areas, driven by location of the housing stock rather than condition. This seems to reflect the lack of choices or supply of housing options.

This report also identified that the chronic overcrowding, poor repair, low income, racial harassment and poor communications with providers that have been identified in past studies remain. It also stated that a long term approach to housing areas was required and that aspirations of Minority Ethnic groups are changing.

The Draft Housing Strategy for the 2005-2008 period identified housing market sub-areas of:

- Inner urban areas exist in Rochdale, Heywood and Middleton including Middleton Junction with the Rochdale inner urban area exhibiting the most extensive housing problems.
- Socially rented suburban areas exist on the edge of the urban areas in Heywood, Middleton and south Rochdale i.e. Hollin, Kirkholt, Langley and Darnhill.
- Outer urban aspirational areas exist in Littleborough, Milnrow, Norden and Bamford, Hopwood and Alkrington.

Rochdale MBC has identified its priorities for future action as being to:

- Build new homes;
- Clear socially obsolete housing;
- Housing demand and stock condition information improving living conditions;
- Dormer grants promoting skills and resources to support home maintenance construction employment initiatives.
Importantly, the Housing Need and Demand study (2001) identifies that there is a change in living patterns happening which is creating new demand for properties in central parts of Rochdale. Families are starting to adopt a more nuclear family structure with a family having perhaps one elder living with them, but not an extended family. A perception was found among estate agents that Asians buy and sell properties within the community or through Asian estate agents. This was found to be false with a large majority of the buying and selling routed through just one estate agent.

The Wardleworth Housing Study indicated that there are concerns among Asian residents regarding poor housing conditions and overcrowding. The survey indicated that almost half of households had six or more people within the household, even though the bulk of available properties are two or three bedroomed. Despite dissatisfaction with properties in the area, three quarters of respondents still wanted to stay within the area and those who planned to move house wanted to stay in the area.

There are numerous reasons for Asians wanting to stay in the established community areas. Feelings of safety are important, language skills of the entire family have to be considered prior to any move, and the provision of a suitable range of shops and services as well as a community language speaking doctor and a local mosque are all important factors which draw Asian households to established community neighbourhoods.

There are several significant reasons that explain the poor housing that is experienced by the group:

- There is a tendency for Asian communities to stay in established, existing communities;
- Asian households are concentrated in the most deprived, inner-city areas;
- A poor socioeconomic position can limit choice for Asian households (Many Asian households have a single income);
- Traditional Asian household formation can lead to overcrowding;
- The tendency for Asian households to be owner occupied coupled to the poor socioeconomic position of many households often results in houses falling into disrepair.

The limited capacity to which the Asian community is able to expand into nearby low demand neighbourhoods is in part due to underlying racism. In the Housing Need
and Demand Study (2001) some remarked upon a ‘forcefield of opposition’ to necessary radical housing market restructuring in central Rochdale. This study found that most of the people on the council waiting list were old, predominantly white and female, with an even split between couples and single people.

Just 20 percent of all Asian households live in local authority or housing association properties compared to 29 percent of all borough households\(^1\). The principal barriers to the take up of social rented housing are safety, facilities and amenities, and size and design of available accommodation. The 1996 Rochdale Housing Needs Survey found that 42.3 percent of Asian households were in unsuitable housing compared to 31.6 percent of all borough households\(^2\).

There has been a noticeable increase in the expectations of the Asian community, particularly among the young, and an increasing belief that the housing conditions endured by their parents are not tolerable in a modern society. There are over 20,000 properties in the private sector alone that are in need of major repair. Many of the 36,000 terraced homes are over or nearly 100 years old\(^3\).

The Wardleworth and Hamer Renewal Area was declared in 1999 with West Pennine and Ashiana Housing Associations and Surma Co-op. This should bring long-term investment and major improvements to one of the most deprived areas of inner Rochdale.

Research by CSR Partnership found that there are several specific requirements of new housing which is suitable for the Asian community. Firstly it is important that new housing does not share characteristics with social housing. Features that mark them out as being private include porches, bay windows and garages. Two separate living rooms supporting the cultural practice for men and women to eat and socialise separately are required. Additional space for home working activities such as sewing is required. A situation where relatives live next door and properties are connected by a doorway was seen as acceptable. This would allow some independence from the family.

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1 P4, Rochdale Housing Need and Demand Study, Commissioned by Rochdale Metropolitan Borough Council and Rochdale Housing Initiative, By CSR Partnership, 2001.
Minority Ethnic Settlement Patterns in Rochdale

When residents were surveyed they identified four issues that are of particular concern to them:

- Crime and community safety.
- Better learning and training outcomes
- Improved local environment.
- Better and more jobs

There are concerning trends among several of the background socio-economic factors:

- Education – There are low levels of literacy, numeracy and vocational qualifications compared to national averages.
- Employment – Despite over a third of manufacturing jobs disappearing in the 1990s, a quarter of jobs remain in manufacturing. Further declines will have a profound impact.
- Health – Average life expectancy is below the national averages for men and women.

Recent positive actions include:

- A multi-agency Racial Harassment Forum system for reporting racial incidents has increased public confidence in the Police response to them. The Police recorded 548 racial incidents in 2001/02 and took action in all instances.¹
- There is now a £400,000 Community Cohesion Pathfinder project with the Government which is based on dialogue with local communities, and fostering dialogue within and between them.²

The Single Regeneration Budget funding is assisting with the 'Revitalising Inner Rochdale' partnership which is "a £25m initiative to tackle social exclusion, strengthen the local community and create job opportunities for local people.³

'culture of learning', reduced health inequalities and support for self-help and community action will also be encouraged.

A total of 5,976 properties\(^1\) were built from mid-1990 to mid-2000, 80 percent of which were by the private sector, 19.7 percent by Registered Social Landlords and 0.3 percent by the local authority. During the 1990s 44 percent of new homes in the Borough were built on brown field sites. Rochdale MBC is aiming to convert 20 houses a year to larger family accommodation under the Asian Housing Strategy\(^2\).

17.6 Areas for further research

- Change over time in housing need and demand need to be understood. The context to the demand that is there needs to be built up.
- Perceptions of social rented and affordable housing need to be understood and investigated.
- Research into Rochdale's general housing market would be valuable. This would clarify the current situation and show barriers to Minority Ethnic expansion and where their demands can and cannot be met within the town.

17.7 Additional feedback from local authority stakeholders

The following points are observations made by Rochdale Council about shifting patterns of settlement and change within their neighbourhoods:

Rochdale noted growth in the Minority Ethnic population between 1991 and 2001 within a constrained area of choice. Safety was identified as a key issue with fear of racism the number one reason for remaining within a constrained Minority Ethnic neighbourhood. In areas where there is a concentrated Minority Ethnic population, housing is overcrowded and consequently, neighbourhoods are overcrowded leading to a poorly maintained spiral.

Owner occupation is considered the tenure of choice. If Minority Ethnic households have access to a good job and income and can exercise choice then their locational aspirations are similar to the rest of the population, to move to areas such as Bamford, or Norden. Such moves are more likely to be observed amongst Pakistani than Bangladeshi households who appear to be more economically successful.

\(^1\) Figures in this section from Rochdale Housing Need and Demand Study, Commissioned by Rochdale Metropolitan Borough Council and Rochdale Housing Initiative, By CSR Partnership, August 2000.
Significant work is under way by the local authority to address community safety issues. The Local Authority estates surrounding Minority Ethnic communities tended to be areas of segregation. This is changing. For example by a combination of confidence building and community development the Smallbridge estate now has a 50:50 mix in population. The Belfield estate now has a small Minority Ethnic community and perception is that communities now feel safe to move into this area. The local authority is now targeting other areas such as Kirkolt. Right to Buy is seen as an attractive incentive to Minority Ethnic communities to access social housing and there is a more significant level of right to buy among the Asian population than the population as a whole. This is helping to make local authority stock more popular.

Rochdale has recently commissioned research on new Minority Ethnic communities. This will look at where the growth areas are. It is anticipated that most migration will be in to current Minority Ethnic areas where cheaper housing is available. There is an asylum seekers population in centre of Rochdale and it is anticipated that these households will subsequently seek permanent accommodation in Rochdale but this is not known.
18.0 Rossendale Profile

18.1 Introduction

Rossendale has a Minority Ethnic population that compared with the rest of the North West is relatively small. Minority Ethnic groups are said\(^1\) to make up 3.94 percent of the population (1,500) according to the 2001 Census. Of this community 35 percent is Pakistani.

Despite being relatively small, the community has grown by 73 percent between 1991 and 2001. The Housing Strategy 2005-2008 identifies 'supporting particular needs' as one of six key priorities. The needs of the Minority Ethnic community fit within this priority.

The Council Commissioned a Housing Need and Market Assessment 2005 which identifies a lower than average ethnic diversity, although increased diversity in particular areas. According to the Council's website a Minority Ethnic housing strategy is to be developed; no date has been set for publication.

A Housing Need and Market Assessment of 2005 included a survey of 6,900 properties. Lower than average ethnic diversity was found, but higher than average in particular areas.

18.2 Newly established Minority Ethnic communities and Asylum Seekers

Emergency housing has become an issue in the area; the increased demand for housing that has occurred means that families and the homeless cannot be re-housed easily.

18.3 Minority Ethnic sub-market

The Housing Needs Survey identified Minority Ethnic groups as a 'Structural' Market driver.

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Housing Need and Market Assessment shows that 82.8 percent of Minority Ethnic households are owner occupiers\(^1\).

The current Housing Strategy identifies that one-third of all Minority Ethnic households have some form of 'housing need'. The Housing Needs Survey\(^2\) found that there are 417 households that are in need as a result of a household and dwelling mismatch leading to overcrowded circumstances. This is most likely to be a Minority Ethnic problem. Overcrowding mainly affected people who were renting and over half of Asian / Asian British Households were overcrowded.

The Housing Strategy reports that affordability is also a key problem with households reporting an existing need due to accommodation being too expensive. Affordable social housing is also in demand in the borough as the report shows demand exceeding supply for social rented property in several wards where Minority Ethnic households are predominantly located.

This links with the housing need research that identified that the highest levels of 'housing need' in the Borough are in Irwell and Worsley which are also the major areas of Minority Ethnic concentration. In addition to this there are surpluses of one bedroom stock in Worsley.

### 18.4 Minority Ethnic Settlement Patterns in Rossendale

Minority Ethnic communities within the Borough are most heavily concentrated in Worsley, the area in the borough that has seen the lowest house price increases in recent years (1999-2004). In terms of overall levels of deprivation Worsley has a high rate of deprivation. It also has the lowest demand in the borough, the lowest household incomes and the highest proportion of terraced housing.

### 18.5 Other findings

Overall this is an interesting location because of the increases in Minority Ethnic numbers over the 1991-2001 period. With Minority Ethnic groups growing at a faster rate than other sections of the population there will potentially be other areas that see increases like Rossendale. The impacts that the growth in Minority Ethnic groups has

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\(^1\) Rossendale Borough Council Housing Need and Market Assessment 2004/05, David Cumberland Housing Regeneration Ltd, May 2005.

had on the borough will therefore provide a valuable picture of what may happen elsewhere in the City region.

The East Lancashire Minority Ethnic Housing Strategy launched by the East Lancashire Partnership sets out the background context to issues faced by Minority Ethnic communities.

According to the Housing Need and Market Assessment that took place the links to Bury and Rochdale mean the area intersects with the Greater Manchester housing markets.

18.6 Areas for further research

The Minority Ethnic strategy which is to be developed is seen as a way of showing how the priorities for meeting Minority Ethnic Needs will be met in the Housing Strategy.

18.7 Additional feedback from local authority stakeholders

The current Minority Ethnic populations are present in Rawtenstall, Worsley, Layholme, Hareholme, and Haslingden town centre. There is an emerging new community of Polish workers. There is some evidence of this through numbers visiting the One stop shop for Housing Benefit enquiries and Council Tax issues. There has also been a small number of housing queries from migrant workers.

Rossendale are not aware of any asylum seekers and refugee issues. There are no significant new communities based on asylum seekers and refugees and the Homelessness statistics have been examined and do not highlight any issues.
19.0 Salford

19.1 Introduction

The Minority Ethnic community of Salford is slightly below the average for the North West region with Minority Ethnic groups making up 3.9 percent of the population (excluding Jewish and Irish communities). As with many of the areas in the North West there has been an increase in the population over the last ten years. However the ethnic composition is not typical of what might be seen in many localities in the North West; Salford has an ethnically and culturally diverse population.

The largest single ethnic group is the Irish group, making up 1.8 percent of the population. 'Asian' or 'Asian British' groups account for 1.4 percent of the population. In addition to these groups Salford is home to one of the largest Jewish communities in the UK outside of London. All age groups are projected to decline by 2021 except 45-64 year olds.

The distribution of Minority Ethnic groups is uneven across the city, the wards with the greatest concentrations are Broughton (18%), Blackfriars (17%), Kersal (16%), Pendleton (13.2%) and Eccles (10.5%). White minority groups are less likely to be concentrated in particular wards.

In the 'Responding to the needs of Salford's Black and Minority Ethnic Communities – A Review of Relevant Information' it is discussed that Salford is not necessarily attracting new and emerging Minority Ethnic communities to the city. One of the reasons for this is that Salford is perceived as a primarily 'all white' area and does not provide diverse communities with the essential local amenities that they need.

19.2 Newly established Minority Ethnic communities and Asylum Seekers

The largest concentration of Asylum Seekers and refugees are found in the wards of Broughton (34%) and Pendleton (18%). In September 2004 there were 451 households, the majority of which are single person households. Housing Associations have not assisted with re-housing this group and most are housed in the private rented sector.

1 All quoted figures on this page are from Responding to the needs of Salford's Black & Minority Ethnic Communities - A review of relevant information, Salford City Council, Undertaken by University of Salford and EMS Consultancy Ltd, April 2006.
The report 'Responding to the needs of Salford's Black & Minority Ethnic Communities' identified that there needs to be a provision of affordable social housing with the assistance of housing associations. The dispersal policy in place needs to be managed and reviewed frequently to ensure that Salford is able to assess the impact of re-housing this group which consists predominantly of single-person (male) households. Integration of this group into the wider community will only be successful if Salford reviews problems arising from the dispersal policy. A range of tenure options need to be made available and consideration needs to be given to pre-existing communities to ensure that ethnic tensions do not arise. A multi-agency team has been established to arrange and assist with the dispersal of approximately 300 Asylum Seekers in the City.

19.3 Established Minority Ethnic communities

As with many localities, ethnic concentrations exist. Asians are found in Broughton and Irlams o'the Heights, Yemenis within Eccles. Popular areas for Minority Ethnic residents to live in are often those already containing appropriate housing and community facilities such as mosques.

Household projections suggest that there will be an increase in the group, especially with younger Minority Ethnic households and children. At the same time as this increase is occurring many of the younger Asian households are moving further away, leaving the older members to look after themselves. There are high numbers of single person households that are present; this is probably a reflection of the number of Asylum Seekers and refugees present.

Research has shown that the income profiles of the Minority Ethnic community are much lower than those of Salford residents as a whole. Notable in this context is that a low number of households are retired.

The Minority Ethnic community is more likely to be residing within a detached house or a flat above ground floor. One fifth of Minority Ethnic households reside in a newer property (built after 1985) compared to 11% of Non-Minority Ethnic households. Despite Minority Ethnic households being more likely to reside within larger accommodation, satisfaction levels with their home were lower. This is probably due to them being statistically slightly more likely to be sharing basic facilities, including kitchens, bathrooms or inside toilets.

1 P159, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.
2 Ibid p.g. 165
A third of Minority Ethnic households are living in housing need, and overcrowding is the single greatest reason for this. Also important are the 14.6% of households that don’t have enough bedrooms to accommodate the residents of the household. The council says that it recognises that new housing provision in the city needs to deliver three and four bedroom properties that should go some way to alleviating the problem of over crowding.

Movement out of Salford is mainly occurring among the households in the 25-45 age range, those that are families and those who are most economically active.

Reasons that probably explain the movement include Salford being the fourth most deprived local authority in the North West. Unemployment is just 3.8 percent above the national average so although not drastically high this indicates a weak labour market. Crime and order concerns may be important as although there has been a fall in recorded crime, there has been an increase in racially motivated crime.

Minority Ethnic household movement is in general from terraced housing into detached property and the most important reasons for moving are social issues, property size and quality. A third of those who moved stated that wanting to buy their own property was most important to their movement. A quarter of those who moved wanted to move to a larger home and 16 percent wanted a better quality home. Just 13 percent of households stated that the main reason for them moving was to move closer to facilities such as doctors and shops (these households moved within the city and only short distances).

Aspirations of Minority Ethnic households are important in understanding the movements of these groups. Negative perceptions centred on anti-social behaviour and stock within poor locations of the city. These influence the decision not to move into council or housing association stock. Specialised housing provision (e.g. Minority Ethnic sheltered housing) for the above groups is provided by and run for a particular Minority Ethnic group.

The report 'Attracting New and Diverse Communities: A Review of Current Good Practice and Evidence Base Housing Market Demand' found that Minority Ethnic communities identify many positive aspects of living in Salford.

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1 Ibid p.g. 166
2 P167, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.
3 P9, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.
4 P171, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.
These include:

- The presence of a strong sense of community stability and a strong sense of community identity.
- The potential diversity of employment and training opportunities within a range of sectors across Manchester and Salford.
- Proximity to Manchester and the diverse range of social and cultural activities that exist as well as a variety of community facilities.
- Good transport linkages.
- The availability of cheap housing in comparison to other areas in Manchester.

There were also negative aspects of Salford identified:

- Notions of community integration across the city are weaker because of the identification of particular groups as being residents of specific areas. Integration has happened in some communities but not others. In some areas the communities were characterised as being fragmented or separatist.
- A perceived hierarchy of Minority Ethnic communities existed among some groups. Historical settlement patterns and anecdotal perceptions of the varying responsiveness of service providers to particular Minority Ethnic groups was present.
- Particular areas of Salford suffer from a poor image, primarily due to crime, racial harassment and anti social behaviour.
- Service providers have been seen as historically disinterested in the needs of the Minority Ethnic community. Community involvement is seen as being ad hoc, unrepresentative or tokenistic.
- Current housing options within the city are seen as being limited – in part this reflects a general lack of information among the community about the choices available to them.

19.4 Minority Ethnic sub-market

Compared to the Greater Manchester Conurbation Salford has a lower owner occupation rate. This suggests that to attract Minority Ethnic households from outside the city, there is a need to develop innovative ownership initiatives. Minority Ethnic households could make up for declining populations in some parts of the city and utilise housing in potentially disconnected neighbourhoods. Salford needs to consider how it will meet the demands of the increased number of Minority Ethnic communities, including the provision of larger family housing, and employment
opportunities. Minority Ethnic economic regeneration can create an economy that will encourage Minority Ethnic households to move to new areas of the city and exercise a range of housing options.

Non-Minority Ethnic households are the most residentially stable, over a third have lived in their accommodation for at least twenty years compared to 6.8 percent within the Minority Ethnic communities\(^1\). These statistics may be affected by the number of refugees and Asylum Seekers that are present in Salford. There is an over reliance on private rented accommodation for Asylum Seekers and refugees. 71.4 percent of Asylum Seekers are placed in properties owned by private sector landlords compared to 28.6 percent in public sector accommodation\(^2\).

There is now a greater willingness among Minority Ethnic households, particularly among the younger generation and those with more economic freedom to move out of traditional Minority Ethnic areas and into new neighbourhoods.

Affordability problems mean that as with the mainstream population, Minority Ethnic households are more likely to become dependant on social housing to meet their short and long-term housing needs.

With the council seeking to extend traditional community areas considerations need to be given to the following:

- The ease by which potential households within new areas can access Minority Ethnic community facilities.
- Extensive consultation to generate support for the re-location of households from different ethnic groups.
- Identification of appropriate housing units within these new areas which are seen as being attractive to the intended occupants.
- Provision of intensive support to these households throughout the re-settlement period.
- Intensive housing management services within the new area as well as developing inter-agency collaboration to combat any problems arising in this area.

In addition to the above there are the following community cohesion issues that exist at the moment and will require further interventions in the future:

\(^1\) P164, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.

\(^2\) P167, City of Salford Housing Market Demand Study 2003, Northern Housing Consorium Ltd, 2003.
• Salford needs to fully investigate the substantial increase in reported hate crimes and the impact of this on community cohesion city wise and at local neighbourhood levels.
• Rehousing of Asylum Seekers and refugees in the city needs to be investigated to inform letting strategies and future planning of support services.
• Fears of racism deter Minority Ethnic households from moving to a particular neighbourhood. The locational choices of the most economically active and vibrant Minority Ethnic people are important in shaping Minority Ethnic enterprise.
• There are large Jewish and Muslim populations, issues of faith need to be further investigated.
• The Minority Ethnic community in the city is established and the aging population is likely to increase, requiring specialist provision. More research and planning are needed to identify the need for new provision and service requirements.

19.5 Areas for further research

The needs of specific ethnic groups have been looked at in numerous small-scale studies. A comprehensive Minority Ethnic housing and related needs study is required to highlight the specific needs of Salford's diverse groups.

Past studies have highlighted the need for larger family housing, the need to address inequalities in service delivery and tackle discrimination and racial harassment. For the South Asian community there are social and health care issues that restrict Minority Ethnic households housing aspirations, choices and mobility.

Younger households may have greater aspirations / expectations and housing products will have to be made available to meet this need.

Specialist and sheltered housing will be required for the elderly population, particularly as younger Minority Ethnic group members move out of the area.

Minority Ethnic groups are under-represented when it comes to receiving support services. This can be partly attributed to the fact that there is a perception that such services are not needed within Minority Ethnic communities.

There is a lack of awareness within the Minority Ethnic communities of the availability of such services and there is a need for information in the right format that is easily accessible.

The lack of information known about the community often leads to misinterpretation of Minority Ethnic needs, and unnecessary services being provided.
19.6 Additional feedback from local authority stakeholders

Salford are aware of change since the last Census. The Broughton housing market area has houses which had previously been earmarked for demolition due to lack of demand which are now in demand due to the increase in the Jewish community. This has been largely based on population expansion from within existing community, but it has also become attractive to other immigrants from Europe.

There are very low levels of Minority Ethnic households in Seedley, Langworthy and Weaste.

A number of issues have been identified by private sector housing enforcement teams regarding EU migrant workers. There have been enforcement issues regarding overcrowding and creation of houses in multiple occupation. There is known to be significant numbers of Polish migrant workers, often housed in overcrowded, and illegal, conditions.

A further issue is the relocation of households from demolition areas. It is becoming increasingly hard to determine country of origin and status, whether an asylum seeker or migrant worker for example. This is important in being able to establish rights to assistance and support with relocation.
20.0 Stockport Profile

20.1 Introduction

According to the 2001 Census Stockport has a lower Minority Ethnic population (6%)\(^1\), than the average for Greater Manchester but between 1991 and 2001 the Minority Ethnic population trebled leading to the development of a Minority Ethnic Housing Strategy (2005-08) and accompanying Action Plan.

The Minority Ethnic Housing Strategy is based upon national research and statistics supported by the "Revealing Ethnic Diversity" Survey commissioned by the Council and its partners to gain an insight into Stockport's various communities.

Other research is limited, the basis being that Stockport does not have concentrated local areas of Minority Ethnic communities.

20.2 Newly established Minority Ethnic communities and Asylum Seekers

The Minority Ethnic strategy states that Stockport has a relatively small number of Asylum Seekers compared to other neighbouring areas and that there is limited interest from private providers in securing accommodation in the Borough.

Through the contract with NASS, Stockport has provided accommodation from a mix of Council and leased private accommodation due to a demand in the need for social housing in the Borough as a whole, and 250 Asylum Seekers (p. 22) have been housed. Stockport have identified that the service will increase and are longing for avenues to secure long term funding needed for the Resettlement Worker.

The Minority Ethnic Strategy states evidence shows that more people are choosing to settle in Stockport once they have been granted leave to remain in the UK, although it is unclear where the evidence originates.

The Revealing Ethnic Diversity Survey identified Filipino groups as an increasing community within Stockport and of these groups, 82.5% (p. 20) had moved to their current address within the last five years.

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\(^1\) Source: Stockport Strategic Housing Black and Minority Ethnic Communities Housing Strategy (2005-08)
20.3 Established Minority Ethnic communities

The Housing Strategy for Stockport identified the Minority Ethnic population as being more affluent than similar communities in the North West; however the overarching priority for the Borough of Stockport is the issue of affordability due to the strength of the housing market. Stockport is looking to promote homeownership initiatives including appropriate financial products targeted at Minority Ethnic communities to combat the increasing problem of affordability.

Other issues/housing needs affecting Minority Ethnic communities mentioned within the Minority Ethnic Strategy include the following:

- No data available to measure tenure patterns of the Minority Ethnic community from the Stockport House Condition Survey.
- Home ownership levels are lower amongst Minority Ethnic communities, in particular Black communities than the population for Stockport as a whole.
- There is a concentration of Filipino groups in private sector accommodation.
- A more targeted approach is necessary to find the most appropriate way to access households with poor energy efficiency to increase awareness of services.
- An overall need to raise awareness about the availability of housing-related support services to Minority Ethnic communities and to assess the level of need for services, in particular for Minority Ethnic elders.
- Overcrowding – 10% of Minority Ethnic households in Stockport are overcrowded but more research is needed to assess the extent of this.

20.4 Minority Ethnic sub-market

Stockport have recognised that they have a responsibility to ensure services are equally accessible to all and there is a need to make sure groups who may be isolated and vulnerable to racist attacks are supported.

Minority Ethnic tenant groups have been established to be consulted by the ALMO for Stockport and RSLs, as Minority Ethnic communities in general felt they were not being consulted about housing needs.
20.5 Minority Ethnic Settlement Patterns in Stockport

According to the Minority Ethnic Housing Strategy, which draws on Census findings (2001) the Heaton wards have the largest Minority Ethnic populations:

- Heaton Mersey 10.7%
- Heald Green 9.5%
- Heaton Moor 7.2%

In Stockport as a whole Minority Ethnic communities are spread across the Borough but there are concentrations of the Asian community in the Cheadle and Heaton wards.

20.6 Additional feedback from local authority stakeholders

The following points are observations made by Stockport Metropolitan Council about shifting patterns of settlement and change within their neighbourhoods:

- The Minority Ethnic population tend to be more affluent young professionals
- Anecdotally there have been some movers out of the traditional Minority Ethnic areas of Manchester but are these are mainly professional households.
- Most of the Asian population are owner occupiers in professional roles. There is no significant deprived Asian community, although there is a very small poorer Asian community in Cale Green. However there is significant community capacity and skills for example this community has recently bought its own community centre.
- A small African community has been established focussed primarily within local authority stock on the edge of the town centre.
- Stockport expects a small number of the Minority Ethnic population to grow and expects to see a similar change mainly in the private sector and some in the social rented sector.
- Asylum seekers and refugees are not particularly affected by private providers due to the cost of properties and the very small number of properties. Because family and cultural networks are not established in Stockport asylum seekers and refugees tend not to settle in the district longer term.
21.0 Tameside Profile

21.1 Introduction

According to the 2001 Census Tameside does not have a significant BME population (7% in 2001), however a BME Housing Strategy is in development. The Tameside Housing Strategy (2004-2009) makes reference to BME housing issues and actions to be taken.

Much of the research and statistics provided in the Housing Strategy are taken from national and regional sources; however reference is made to a BME Housing Needs Survey commissioned to identify the housing circumstances and gaps in the provision of services to BME communities.

At present research is taking place to further identify the housing needs of particular BME communities in Tameside.

21.2 Newly established Minority Ethnic communities and asylum seekers

In terms of Asylum Seekers the Housing Strategy states that Tameside has given careful consideration into the location and provision of accommodation in order to meet Home Office quotas and implications for community cohesion.

Current provisions include short-term accommodation for single people and families pre induction process, long term accommodation for those dispersed to Tameside after the induction process and adapted properties for Asylum Seekers with disabilities.

The Housing Options service found that once Asylum Seekers were granted permission to remain, an increase in the number of homeless applications took place, leading to inappropriate accommodation being provided. This was due to the lack of support/knowledge of housing options available, hence a Resettlement Service is now provided.

A database of properties occupied by Asylum Seekers has been developed to ensure statutory requirements from private landlords are met.
21.3 Established Minority Ethnic communities

When looking at more established BME communities, the BME Housing Needs survey (sample of 300 households) found the following:

- Most householders are owner occupiers with the Indian community most likely to own, whilst the remaining groups (Bangladeshi, Pakistani and Black Caribbean) are more likely to rent.
- One in five felt that their home was too small for their needs – with Bangladeshi households most likely to feel this.
- Family members across the BME population tended to provide social care support for elders but felt this tradition is threatened by the change in attitudes from the younger generation.
- Almost all households were positive about the area they lived in and would move within the same area.
- Two thirds of the survey sample were unemployed and these were likely to be Pakistani or Bangladeshi, over a fifth had incomes less than £7,800 (2001)

Other issues identified within the Housing Strategy include over half of the properties in Tameside fall under Council Tax Band A and 3 percent of people waiting on the housing register are Asian.

21.4 Minority Ethnic sub-market

Tameside are dedicated to place emphasis on community cohesion in the Borough in wake of the disturbances within other BME communities in the North. There is recognition that focus should be on the "integration of communities, rather than purely area based regeneration, which can have divisive effects" (Page 37).

21.5 Minority Ethnic Settlement Patterns in Tameside

Findings from the Census 2001 show that the Ashton St. Peters’ ward had the highest BME population concentration. The BME population in Ashton St. Peters’ stood at 22 percent with the largest group being Pakistani. Hyde Werneth has a BME population of 14 percent with the main BME group being Bangladesh.

Further research is currently underway within the local authority into the needs of the Minority Ethnic population within Hyde.
Additional feedback from local authority stakeholders

The Indian community tends to be more dispersed than other Minority Ethnic households. There is now a third generation which has tended to move out. There is a tendency for this community to be in more professional occupations and there is some movement to Dukinfield and to the St Albans estate on the main road to Oldham.

Tameside has circa three hundred asylum seeker households. This is less than originally anticipated. Properties are primarily leased from New Charter, the stock transfer housing association.

There is a small post 1940s Polish community in Ashton however no significant increase in this via migrant workers has been observed.

In the Holy Trinity area. There is high property turnover which is not reflected in houseprice data and the Minority Ethnic community can be seen to be propping up the housing market.

Hyde Newton was a renewal area in the 1990s in central Hyde. There is a significant Bangladeshi community and the renewal has proved a big success with a buoyant market in the area since this. The town centre is now more vibrant and self sustains.

The district is adjacent to Oldham and Minority Ethnic communities are aware of the community cohesion issues experienced there. There are similar underlying issues in parts of Tameside but on the whole relations with the Minority Ethnic community are very positive and there is no expectation that disturbances similar to those witnessed in Oldham are likely. However a Minority Ethnic strategy needs to be in place to ensure positive relationships are maintained.
22.0 Trafford Profile

22.1 Introduction

According to the 2001 Census Trafford has a Minority Ethnic population of (8.4%)\(^1\) an increase of 3 percent from the 1991 Census. A Minority Ethnic Housing Strategy and accompanying Action Plan addresses issues identified through various research programmes.

Trafford first commissioned research in the 1990's to examine the housing needs of Asian and Black ethnic groups and further research (2003-04) found that very little had changed over 10 years to improve the quality of life for these communities.

Trafford are now committed to making the borough "a great place for everyone to live, learn, work and relax\(^2\)."

22.2 Newly established Minority Ethnic communities and Asylum Seekers

In terms of Asylum Seekers, the Minority Ethnic Strategy states that 84, mostly single, units of accommodation and support housing have been provided to Asylum Seekers. Over 460 Asylum Seekers have been supported by Trafford since 2000 and these have arrived from 47 countries, the majority being from Iraq, Somalia, Zimbabwe and Afghanistan. Most of these Asylum Seekers live in Council properties north of the Borough (p.g.19).

This may go to support the recent research commissioned by Trafford which identified forty different Minority Ethnic groups residing in Trafford, some of which were not identified on the 2001 Census and were unknown to the Council. The Council have recognised the need for Asylum Seekers and Refugees to be close to their communities in order to access support networks.

Trafford are aware of a growing settled Somalian community stating that more work is required to identify the needs of the group.

\(^1\) Source: Trafford BME Housing Strategy (2005-08) p.g. 6.
\(^2\) Ibid p.g. 2
22.3 **Established Minority Ethnic communities**

Census information has highlighted to Trafford that the Asian community is growing and together with the Black community the overall Minority Ethnic population will increase further in relation to the decrease in the white population, therefore housing needs of the Minority Ethnic population will rise.

The Minority Ethnic Strategy states that religion has been identified as an important housing issue. The Clifford ward in particular has a high proportion of Muslims requiring certain housing needs reflecting religious and cultural preferences.

Other issues/housing needs affecting Minority Ethnic communities mentioned within the Minority Ethnic Strategy include the following:

- **Affordability**, this is an issue that affects the population of Trafford as a whole. However Minority Ethnic groups have been identified as not living in a tenure of their choice and there is a lack of knowledge about low cost home ownership. Trafford will publicise their Affordable Home Ownership Loan to these communities.
- **Diversity and community cohesion** – Trafford will look to provide appropriate housing in the right place and the right type.
- **Lack of awareness of services available and problems accessing services by the Minority Ethnic community**.
- **Overcrowding** has been identified as an issue, particularly within the Pakistani population. Most of these households are living in poor conditions and are in ‘fuel poverty’.
- **A strong attachment to place** – Minority Ethnic communities prefer to live in existing places of residence, however attitudes are changing with younger members desiring to live in multi-cultural areas.
- **Minority Ethnic elders** prefer to stay with family rather than move into specialist supportive accommodation.
- **Over a quarter of people on the housing register are from Minority Ethnic communities** highlighting a heavy demand for social housing. Black groups make up the largest percent waiting on the list.
- **Homelessness** stands at just over twenty percent amongst Minority Ethnic households with Asian groups making up the largest percent.
22.4 Minority Ethnic sub-market

Trafford is an area of social cohesion and community cohesion is being addressed through the Race Equality Scheme. The Minority Ethnic Housing Strategy is prioritising the need to recognise that areas where Minority Ethnic communities live in are the most affected by crime and are in the most need of regeneration.

22.5 Minority Ethnic Settlement Patterns in Trafford

According to the Minority Ethnic Housing Strategy, which draws on Census findings (2001) the Clifford Ward had the highest Minority Ethnic population concentration (55% - p. 40). Asian groups made up 32.3 percent of the population, followed by Black Caribbean at 12.5 percent. Black Africans and Chinese residents made up the remainder Minority Ethnic population (p. 40).

22.6 Additional feedback from local authority stakeholders

The major Minority Ethnic population centres are in Stretford and Old Trafford. There is an Afro Caribbean and South Asian (Sikh/Pakistani) communities in Old Trafford. Overall there are circa 40 different Minority Ethnic communities in Old Trafford.

Shared ownership has been offered in parts of the borough which are not traditional Minority Ethnic communities. There was partnership working with BME RSLs to develop properties and ensure community links and facilities. However when properties were offered to Minority Ethnic community there was no take up. For example a number of shared ownership units at Altrincham bus depot were developed for and offered to Minority Ethnic households but there was no take up. They were then offered to white households and were let successfully.

There are Somali refugees based primarily in Old Trafford.

In Old Trafford there are well established Minority Ethnic communities. There is an older generation but in terms of the housing market properties self renewing as the younger generation renovate properties without other support.
23.0 Vale Royal Profile

23.1 Introduction

Vale Royal, along with High Peak and Congleton had the lowest numbers of Minority Ethnic populations of any of the areas included in the study in 2001, representing just 1.2 percent of the total population. Due to the small size of the Minority Ethnic population the council has made a strategic decision to not produce a Minority Ethnic Housing strategy nor to 'proactively' seek their opinions on housing.

23.2 Newly established Minority Ethnic Communities and Asylum Seekers

Other than there statutory responsibilities to people seeking asylum the council does not appear to have any specific research on asylum seekers or economic migrants. Some reference is made to supporting the North West Consortium which has resulted in the council releasing some properties for Asylum Seekers, although it is stated in the homeless strategy (2003-05) that there is no requirement for NASS accommodation in the borough. The council have also implemented a Race Equality Scheme, essentially an action plan for promoting racial equality, which includes establishing a partnership with the Cheshire Chief Executive Group on Gypsies and Travellers, although no reference is made to any actions that have resulted from the partnership.

23.3 Established Minority Ethnic communities

There is no evidence or research provided by the local authority on Minority Ethnic communities.

23.4 Minority Ethnic sub-market

No links are made to any drivers that have promoted the strategic aim to review the needs of the Minority Ethnic community, nor any reference made to wider Minority Ethnic sub-markets.

23.5 Minority Ethnic Settlement patterns in Vale Royal

No reference is made to any areas that have an above average concentration of Minority Ethnic residents.
23.6 Additional information from stakeholders and areas for further research

There are a number of areas for potential further research in Vale Royal. These might include:

- Specific research in areas where concentrations of Minority Ethnic residents are above the borough average.
- Specific research looking at Minority Ethnic residents housing needs and aspirations.
- The development of a Minority Ethnic Housing Strategy and / or Action Plan.

Vale Royal reports that is has seen a small number of recent enquiries for translation from Polish housing register applicants. No impact of migrant workers has been seen on homeless presentations or on the overall housing register. There may be a lack of awareness of services. There have been two recent cases dealt with regarding overcrowding and environmental health issues regarding migrant workers. For example reports of 15 Polish workers sharing a converted barracks with one kitchen. Although this was an individual case in Winsford. It is very rare to get this kind of issue so may be indicative of wider changes.
24.0 Warrington Profile

24.1 Introduction

At the time of the 2001 Census, Warrington had a Minority Ethnic population of just over two percent (2.1%)\(^1\). Across the local authorities, this puts Warrington in the lower tier, along with Macclesfield (1.9%) and Wigan (1.3%) that similarly have a low Minority Ethnic population. At the present time, Warrington has a draft Minority Ethnic Housing Strategy (May 2006), which focuses on housing needs and aspirations, along with gaps in provision and on improving access to services.

Although there is some evidence that the Minority Ethnic Housing Strategy draws on some more recent research, generally there is a recognition that more research and consultation needs to take place. Much of the information provided in the housing strategy draws on findings from the 2001 Census.

Key actions include:

- To consult widely with the Minority Ethnic community to identify need in terms of housing and access to services.
- Disseminate findings and implement recommendations from the consultation exercise across Housing Services.
- Review the Minority Ethnic housing strategy in light of findings and feed into the borough housing strategy.
- Ensure that Minority Ethnic households are consulted on policy development and services in the future.

24.2 Newly established Minority Ethnic Communities and Asylum Seekers

There is no recognition of Asylum Seekers or economic migrants in the Minority Ethnic Housing Strategy. There is some recognition of the housing needs of gypsies and travellers and also the homeless.

\(^1\) Please Note: This figure does not include White Irish or White Other as in the Minority Ethnic Housing Strategy, where the Minority Ethnic population is stated as being 3.87% of the total population.
24.3 Established Minority Ethnic communities

There is limited information on the needs and aspirations of the Minority Ethnic community in Warrington. Conclusions made in the Minority Ethnic Housing Strategy are based on findings from the 2001 Census and so do not specifically deal with needs or aspirations, but rather set the context for the Minority Ethnic population. Some basic figures from the 2001 Census have been presented in order to contrast findings from the National Household Survey (2003).

The council claim that in contrast to the findings of the National Household Survey (2003), Minority Ethnic residents in Warrington are not:

- Located in the worst (i.e. most deprived) parts of the borough, with almost three-quarters dispersed in less deprived areas.
- Housed in the social rented sector in general, with only 3.2 percent of all people living in this tenure type (p. 5).
- Living in the worst quality properties, as Warrington does not have any large pockets of poor quality dwellings.
- Housed in over-crowded dwellings, as over-crowding was not identified as a serious issue in the Housing Conditions Survey (with an average of 2.55 persons per dwelling - p. 6).
- It is claimed that some future priorities have been identified in the Supporting People Strategy (2005-10), where it is identified that currently:
  - There is no specialist housing support service for the Minority Ethnic community.
  - There is a need to develop a greater understanding of the housing and support service needs in the Minority Ethnic community, as well as the barriers, difficulties and other issues the community currently face.
  - An action plan has also been drawn up (summarised in the introduction) to take forward particular recommendations with regards to further research and consultation with the Minority Ethnic community.

24.4 Minority Ethnic sub-market

In the Minority Ethnic Housing Strategy links are made to the borough housing strategy and also to the Supporting People Strategy, although the main driver for the strategy seems to be the amendment to the Race Relations Act (2000). The focus here is very much on the quality of service provision as well as on policy development; although within the strategy a commitment has been made to consult with the Minority Ethnic community regarding housing need. The strategy doesn't
make any wider links to sub-regional or regional markets and any impact they might have on Warrington.

24.5 Minority Ethnic Settlement patterns in Warrington

The Minority Ethnic population in Warrington is relatively small in comparison to other authorities included in the study, although is spread throughout the borough. The largest concentration of non-white ethnic groups can be found in the Whittle Hall (4.26%) and Bewsey and Whitecross (3.77%) wards, although the Minority Ethnic population is still relatively small\(^1\).

24.6 Areas for further research

The focus to date has been very much based around service delivery, rather than consultation on wider issues, such as housing need and aspirations, although further research and consultation has been identified as a priority.

24.7 Additional feedback from local authority stakeholders

The following points are observations made by Warrington Borough Council about shifting patterns of settlement and change within their neighbourhoods:

- Population forecasts expect the population to grow in the next five years (peaking now and petering off for the next 20 years)
- The Council is currently trying to progress a BME housing strategy. The largest groups are Asian Groups – Indian, Pakistani, Bangladeshi.
- There are concentrations of these communities in specific areas: the Pakistani and Bangladeshi groups tend to be concentrated in more deprived areas of older terraced stock near the town centre.
- The Indian community tends to be more dispersed in more affluent housing areas in the South of the borough and in New Town development areas such as Westbrook and Birchwood.
- The Warrington Islamic Association has questioned Census figures and suggested the Minority Ethnic population is much higher than the Census shows.
- There is a small black population historically and this is still the smallest of the Minority Ethnic groups.

\(^1\) Source: Warrington Draft Housing Strategy (2006) p.g. 4
• There is an information gap regarding economic migrants however there are thought to be some accessing employment in the construction industry and in outlying rural areas.

• The Chinese community experienced the largest growth since 1991 and the Warrington Chinese Association has raised the need for more advice on how migrant workers can gain access to local housing.
25.0 Wigan Profile

25.1 Introduction

Wigan had a Minority Ethnic population approaching 3 percent according to a borough wide survey conducted in 2003\(^1\). This would suggest an increase of around 1.7% compared to 2001 Census figures, where the Minority Ethnic population in Wigan stood at 1.3% (3,909 people) of the total population. In 2001, Wigan had the lowest Minority Ethnic population of any of the AGMA areas. The most significant Minority Ethnic groups found in the 2003 survey (p. 92) were White Irish (36%) and White Other (30%). At present Wigan doesn't have a Minority Ethnic Housing Strategy, although one is planned for the future, which will look at housing accessibility and isolation in greater detail.

25.2 Newly established Minority Ethnic Communities and Asylum Seekers

In a recent review of Wigan's Housing Strategy\(^2\) it was found that there are 'significant' numbers of refugees and economic migrants arriving in the borough. Evidence from local accommodation providers backs this up with the revised action plan stating the need to undertake research to assess the size of the issue. The council also propose to develop an Asylum Seeker Action Plan that includes refugees and economic migrants.

A report\(^3\) produced in 2001 by the council makes reference to the borough accommodating around 1,553 Asylum Seekers for resettlement, around one third of which would be housed in council properties and the remainder in the private rented sector. A number of recommendations were made in the report, based around encouraging:

- a multi-agency approach to sharing information on asylum seekers;
- the development of better translation services;
- giving the Asylum Seekers Team wider responsibilities for all Asylum Seekers;
- staff development and training, particularly for those specialist staff liaising with Asylum Seekers regularly.

\(^2\) Wigan MBC (2005) Housing Strategy review and Revised Action Plan
\(^3\) Wigan MBC (2001) the impact and integration of Asylum Seekers on the community: Report of Select Committee 2.
25.3 Established Minority Ethnic communities

Evidence from the housing needs survey (2003) suggests that Wigan's Minority Ethnic population is relatively small, diverse and geographically dispersed. Generally it is concluded that the housing needs and aspirations of the Minority Ethnic population follow those of the population as a whole. However, it was found that the Minority Ethnic population in Wigan are more likely to be housed in inadequate properties, and are also more likely to aspire to move than the rest of the population. Where homes were described as inadequate, 55% (p. 5) felt that properties were too small (over-crowding).

In terms of housing characteristics the Minority Ethnic population in Wigan are more likely to be living in terraced or detached properties than the rest of the population, the Minority Ethnic population are also more commonly associated with rented accommodation, and also value social housing. While in terms of aspirations, a preference for 3 bedroom, detached, owner occupied properties was expressed.

The housing needs survey (2003) also suggests that there are 448 concealed Minority Ethnic households in Wigan (p. 9) that are likely to form within the next five years. It is likely that the biggest proportion of these will require 2 bedroom, terraced accommodation. The 2005 update of the housing needs survey makes no reference to the Minority Ethnic population, so it is not clear whether these hidden households are coming into formation or not.

25.4 Minority Ethnic sub-market

The 2005 revisions to the Housing Strategy in Wigan led to the emergence of a new set of priorities. In a strategic, policy focussed sense, these priorities include:

- Need to focus on the direct housing objectives of the revised Community Plan and to contribute to the wider agenda in order to carry forward its vision.
- Need for the Housing Strategy to increasingly link with the UDP / LDF and other strategies in order to provide a balanced local housing market.
- Need to extend information and the provision of services to vulnerable groups.
- Need to progress with Wigan and Leigh Housing over its future vision / role, and on efficiency matters.
The link with the Community Plan in particular is seen as key to achieving the goal of providing access to decent homes in clean, safe neighbourhoods. As well as the provision of accessible / affordable, good quality housing, to improve the quality of the local street scene and to reduce crime. Also, although not specific to Minority Ethnic groups other priorities include focussing resources on the worst properties to bring them up to the decent homes standard, as well as reducing shortages through the affordable housing policy. The other priority that could be seen as linking in with the Minority Ethnic community is the focus on meeting the needs of vulnerable groups, especially those groups in areas of current considerable stress due to the nature of the housing market.

25.5 Minority Ethnic Settlement patterns in Wigan

The Minority Ethnic population in Wigan is relatively low and is also geographically dispersed. There are no distinguished Minority Ethnic settlement patterns other than Leigh East (Ward), although this is still small as 96 percent of the population were classified White British in the 2001 Census.

According to a 2001 report looking at the impact and integration of asylum seekers in Wigan 5 accommodation ‘clusters’ have been set or are due to come on stream shortly.

The clusters can be found in:

- Durham Street in Whelley.
- Norley/Newtown.
- Hag Fold.
- Worsley Mesnes.
- Higher Folds.

The largest single number of bed-spaces are to be found in Norley/Newtown (238), followed by Worsley Mesnes (98) and Higher Folds (86).

Wigan has 'absorbed' an average of 690 asylum seekers per year 2002 – 2006 (based on the snapshot figures p.39). It is recognised that there are areas in Wigan with up to 400 people on Registered Workers Scheme. Anecdotal evidence from front-line services of a Slovak Roma population in Leigh which is above 200.

Using a crude measure of totalling these populations an additional 1,290 BME people, a relative increase of one third of the BME population over 5 years.
Additional feedback from local authority stakeholders

There are a range of low skilled jobs in the borough and, some economic migrants are now taking up these jobs primarily Polish and Romanian workers. Migration tends to be tied to certain employers e.g. Hitchens foods and settlement is primarily in the private rented market, where there is cheap accommodation available. Initially employers were bringing workers directly from Poland and Lithuania; however increasingly people are thought to be making their own way across. There are a number of recruitment agencies, particularly linked to food processing and transport that are employing significant numbers of migrant workers. There are block bookings of former hotels, now hostels, in the centre of Wigan. There have also been reports, which the local authority has dealt with, of overcrowding and migrant workers housed in outbuildings.

The Minority Ethnic population is generally small and scattered with income levels similar to rest of population. Wigan has a different profile to other Greater Manchester towns as Wigan was peripheral to cotton industry. Jobs were not there to attract immigrant employment in same way as in the cotton towns. The Minority Ethnic population is scattered. There may be issues of isolation, but hard to identify where, and there are not the over crowding issues similar to areas that Rochdale and Oldham have experienced.

There has been some in migration from Asylum Seekers and refugees and the district has a dispersal policy to ensure individual wards are not disproportionately affected. There are now an estimated 521 asylum seekers (as at May 2006) – spanning over 40 different nationalities. Stakeholders have suggested that when decisions are given households have tended to leave and graduate to bigger cities, where there are existing communities and support networks; Manchester or Birmingham for example.

There is an issue regarding Asian Women escaping domestic violence. Wigan is seen as a safe area because of its lack of connection to Asian communities in other parts of the city region.

There is a community of Romany Slovak's in Leigh. This is thought to comprise a population of over 200. A report carried out by the Wigan CVS indicated that this community had experienced harassment from the wider community.

It is thought that the impact of newer Minority Ethnic communities and migrant workers is significant. Based on figures for asylum seekers, those via the Worker
Registration Scheme and anecdotal evidence it is thought the Minority Ethnic population may have increased by over one third in the five years since the Census.