

HOUSING NEEDS STUDY OF BME COMMUNITIES IN THE NORTH DERBYSHIRE & BASSETLAW HOUSING MARKET AREA

**By Access Matrix Ltd, a subsidiary of
Sadeh Lok Housing Group Ltd**

AccessMatrix

Consultants Summary

Access Matrix Limited was commissioned to conduct a research project into the housing needs of B&ME communities in the North Derbyshire and Bassetlaw housing market area.

Access Matrix is a subsidiary company of the award winning Sadeh Lok Housing Group and delivers specialist Business Consultancy across the Public and Private sectors.

The Consultants employed by Access Matrix all act with professional skill and integrity in the execution of their work in order to ensure high quality service delivery.

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Table of Contents

TABLE OF CONTENTS	2
1 EXECUTIVE SUMMARY	6
2 INTRODUCTION	10
2.1 Context	10
2.2 Aims and Objectives of the Report	11
2.3 Policy Background	12
3 DEFINITIONS AND TERMINOLOGY	12
3.1 Introduction	12
3.2 Black and Minority Ethnic Populations.	13
3.3 Refugees, Asylum Seekers and Migrant Workers	14
3.4 Gypsies and Travellers	14
SECTION A: DESKTOP RESEARCH	
4 NATIONAL POLICY CONTEXT	16
4.1 Introduction	16
4.2 Legislative Framework: Equality	17
4.3 The Regulatory Framework	18
5 PROFILE OF THE ND&BHMA BME POPULATION.	26
5.1 Introduction	26
5.2 Characteristics of the ND&BHMA	26
5.3 Characteristics of the BME Population	32

5.4	Household and Tenure Characteristics amongst the BME Population.	49
5.5	The Housing Needs and Aspirations of BME Communities across the ND&BHMA	54
5.6	BME and Housing Service Provision	56
5.7	Summary of Desktop Research	59
6	STAKEHOLDER CONSULTATION	62
6.1	Introduction	62
6.2	Themes	62
SECTION B: PRIMARY RESEARCH		
6.3	Introduction: Research Design	66
6.4	Analysis of Focus Group Discussion	68
6.5	Community Cohesion: Neighbourhood and Safety	68
6.6	Community Safety	69
6.7	Experience of Racism	70
6.8	No- Go Areas, crime and racism?	71
6.9	Likes and Dislikes About Area of Residence	72
6.10	Present Housing Conditions and Evidence of Housing Need.	73
6.11	Changing Household Structures	75
6.12	Life Course and Housing: BME Elders and Caring Responsibilities	77
6.13	Knowledge of Housing Services	81
6.14	General Perception of the Council	84
7	GUIDANCE ON MEETING HOUSING NEEDS OF BME HOUSEHOLDS	86
7.1	Introduction	86
7.2	Improving Residential Offer for BME Households: Achieving an appropriate mix of homes	86
7.3	Providing Fair and Accessible Services to BME Communities	88

7.4	Lettings: eligibility and priority setting	89
7.5	Housing management and maintenance services	90
8	RECOMMENDATIONS	91

1 Executive Summary

Introduction

1.1.1 The overarching aim of the research is to build a body of evidence that provides greater understanding of the housing needs and aspirations of the Black and Minority Ethnic (BME) communities residing within the North Derbyshire and Bassetlaw Housing Market Area (ND&BHMA).

1.1.2 This report will identify all categories other than 'White British' as being BME.

Desktop Research

1.1.3 Overall there is an uneven geography of settlement of the non-white population across the North Derbyshire and Bassetlaw Housing Market Area with further concentrations of specific minority ethnic communities in particular Wards. The Pakistani population is particularly concentrated in particular Wards of Bassetlaw and Chesterfield.

1.1.4 The percentage of the BME population in the area remains comparatively small but is increasing, both in absolute and proportional terms. The categories 'Asian or Asian British' and 'White Other' have witnessed the highest rates of increase. It is suggested that European Migrants are an important dynamic of population growth.

1.1.5 Although small in number, there are proportions of older age groups within BME Groups being recorded by population estimates within the Housing Market Area.

1.1.6 There is no particular evidence that the wishes and aspirations of the BME community are any different to that of the White British community.

1.1.7 There is evidence to suggest some institutional weaknesses in data collation, monitoring systems, and reviewing performance. However, there is also evidence to demonstrate institutional commitment to improving such weaknesses with further examples of recent improvements being made.

Primary Research Findings

1.1.8 The Focus Group Study was the main qualitative method used for gathering primary data. The five focus groups consisted of Asian Pakistani Muslims, Black African Caribbean, Chinese, Asian Other, and European Migrants. 42 people participated in the focus groups

1.1.9 There were some experiences amongst participants of incidences of 'racial' abuse and hate crimes together with negative experiences and perceptions of their neighbourhoods.

1.1.10 The majority of all focus group participants felt safe in their neighbourhoods. Only 3 participants specifically stated that they did not feel safe in their community

1.1.11 Experiences of racism did not emerge as a prominent feature in the focus groups. It was most likely to be mentioned in the Asian Pakistani Muslim group and was linked to a wider feeling that some areas were to be avoided.

1.1.12 Across all five focus groups the majority of participants expressed satisfaction with the condition of their present house. However, for those participants with families and irrespective of ethnic group, the unsuitability of their dwelling caused by demands of a changing family structure was the single most significant factor to emerge as an issue.

1.1.13 Having a family created demands for more space, better amenities within the house, and sensitised parents to concerns about safety, access to public amenities and good schools.

1.1.14 A large majority of participants across all the focus groups expressed no strong desire to move. However, the issue of changing family structures and life course was an important factor amongst a small group of respondents. Those sharing accommodation, those getting older and those with changing family circumstances were most likely to consider moving because their changing circumstances render their current accommodation unsuitable.

1.1.15 For the Asian Pakistani Muslim, Chinese, and Asian Other focus groups especially, the experience of having to wait for a long time for a Council house had affected their view of housing services in particular and the Council in general.

1.1.16 Sentiment amongst the Eastern European focus group suggests social housing is poorly regarded.

1.1.17 There was a perception that Councils did not provide sufficient information about housing provision.

Recommendations

- 1.1.18 Involving culturally specific BME Housing Associations to meet housing needs of BME groups may not be 'workable' within the context of the ND&BHMA. It is argued that meeting housing needs of BME groups can be done within a general residential offer.
- 1.1.19 A number of measures could be undertaken to improve the supply of three, four and five bedroom houses across both social and private sector housing tenures. Many of these measures do not require new build, rather initiatives which make better use of existing houses and increasing the residential offer to BME households should be explored.
- 1.1.20 The location of housing investment is important: Investing in areas adjacent to existing residential areas containing high proportions of BME and areas close to amenities – often close to a major town – would be beneficial to particular disadvantaged BME groups.
- 1.1.21 Introduce sub-regional protocols of data collation and monitoring systems. Develop inter-agency work at strategic and operational Level to agree equality objectives and targets. Develop systems to review performance.
- 1.1.22 Choice-based letting (CBL) reflects both needs and preferences and is of particular benefit when monitoring locational 'choices' of BME groups. Care must be taken when implementing CBL schemes.
- 1.1.23 Developing effective communication strategies is the key to delivering culturally sensitive housing management and maintenance services.

2 Introduction

2.1 Context

2.1.1 Government Guidance (PPS3: November 2006) has established a new form of study, strategic housing market assessments (SHMA). SHMA's enables regional planning bodies to develop long term strategic views of housing need and demand to inform regional spatial strategies and regional housing strategies. They provide evidence on housing mix, type, size, market and affordable housing, and demand for different types of housing which inform policies and strategies at regional as well as local levels

2.1.2 A Strategic Housing Market Assessment (SHMA) was carried out for the Northern Sub-Region of the East Midlands by Fordham Research in 2006 - 7. The area was defined through research by DTZ Pieda, which identified that within the area between South Yorkshire and Nottingham / Derby there were two separate Housing Market Areas¹.

2.1.3 The two Housing Market Areas were defined as the North Derbyshire and Bassetlaw Housing Market Area (comprising the districts of Bassetlaw, Bolsover, Chesterfield and North East Derbyshire) and Nottingham Outer Housing Market Area (including the districts of Ashfield, Mansfield and Newark and Sherwood).

2.1.4 The North Derbyshire and Bassetlaw Housing Market Area (ND&BHMA) lies to the north of the sub-region, and to the south of the Sheffield/Rotherham conurbation.

¹ HMA's are considered to reflect the functional linkages between places where people live and work. Research undertaken by DTZ Pieda and Fordham Research both recognise the links between the two HMA's and the neighbouring conurbations: Nottingham and Rotherham / Sheffield.

2.1.5 The ND&BHMA is a partnership between Bassetlaw District Council, Bolsover District Council, North East Derbyshire District Council and Chesterfield Borough Council. The partnership was established in 2006 to take into account sub-regional approaches in addressing housing market dynamics and tackling the imbalances between the supply and demand of housing

2.1.6 Access Matrix was commissioned by the ND&BHMA partnership to produce a report analysing the housing needs of Black and Minority Ethnic (BME) groups within the area.

2.2 Aims and Objectives of the Report

2.2.1 The overarching aim of the research is to build a body of evidence that provides greater understanding of the housing needs and aspirations of the BME communities residing within the ND&BHMA².

2.2.2 The evidence base will be used by the commissioning authorities in the determination of housing need amongst BME groups and in the formulation of relevant housing strategies.

2.2.3 For purposes of this study housing need is defined as households who:

- Lack access to appropriate affordable housing, due to a lack of accommodation.
- Whose housing is unsuitable for their needs
- Whose knowledge and understanding is insufficient to access housing advice and services.

² ND&BHMA is situated within the Northern Sub-Region of the East Midlands.

2.3 Policy Background

- 2.3.1 The overall objective of the current government's housing policy is to give everyone the opportunity of a decent home and so promote social cohesion, well-being and self-dependence.
- 2.3.2 This research is undertaken within a statutory and regulatory framework that requires all housing providers make certain their housing services meet equal opportunities obligations, including ensuring that the housing needs of Black and Minority Ethnic (BME) communities are adequately recognised and responded to within their housing strategies.
- 2.3.3 The Government also identifies the important role of housing in its strategy to increase race equality and encourage community cohesion.

3 Definitions and Terminology

3.1 Introduction

- 3.1.1 Definitions of what constitutes an 'ethnic group' or an 'ethnic minority' are subject to much discussion. Indeed, there is no consensus on what constitutes an 'ethnic group'. Within the context of legislation there is no formal definition of the term Black and Minority Ethnic Groups.
- 3.1.2 However, despite the continuing debate over precise interpretations, it is widely accepted that disadvantages of non-white groups persist in the UK, and in ways which contribute to continuing patterns of housing difficulties experienced by these minority groups³.

³ Malcolm Harrison with Deborah Philips (2003) Housing and Black and Minority Ethnic Communities: Review of the evidence base. ODPM

3.2 Black and Minority Ethnic Populations.

3.2.1 It is important to recognise that membership of any ethnic group is something that is subjectively meaningful to the person concerned, and can be based upon a combination of categories such as:

- country of birth
- nationality
- language spoken at home
- parents' country of birth in conjunction with country of birth
- skin colour
- national/geographical origin
- racial group
- religion

3.2.2 In the national Census and many surveys, respondents are invited to select their particular ethnic group from a list of categories. These categories and their sub categories are presented in Census data in the following way:

- White
 - White British
 - White Irish
 - White Other
- Mixed
 - Mixed White and Black Caribbean
 - Mixed: White and Black Caribbean
 - Mixed: White and Black African
 - Mixed: White and Asian
 - Mixed: Other Mixed
- Asian or Asian British
 - Asian or Asian British: Indian
 - Asian or Asian British: Pakistani
 - Asian or Asian British: Bangladeshi
 - Asian or Asian British: Other Asian
- Black or Black British

- Black or Black British: Caribbean
- Black or Black British: Black African
- Black or Black British: Other Black
- Chinese or Other Ethnic Group
 - Chinese or Other Ethnic Group: Chinese
 - Chinese or Other Ethnic Group: Other Ethnic Group

3.2.3 This research will use these categories and sub categories to collate and present data and structure discussions.

3.2.4 Some definitions of ethnic minority rely on visible ethnic minorities; however this report will identify all categories other than White British as being BME.

3.3 *Refugees, Asylum Seekers and Migrant Workers*

3.3.1 These groups will be included in the study but Refugees and Asylum Seekers will not be specifically targeted, as these groups do not present a major policy challenge for the four participating authorities. Migrant Workers, will be targeted as little is known locally about new migrant groups who have been attracted to the sub-region in recent years.

3.3.2 New Migrants will be classified as those who have moved to the UK within the past five years to find or take up work.

3.4 *Gypsies and Travellers*

3.4.1 Gypsies and Travellers will not be included in analysis as a separate research exercise has been commissioned for this group.

SECTION A
DESKTOP RESEARCH

4 National Policy Context

4.1 Introduction

4.1.1 The current government places great emphasis on reducing social inequalities and creating cohesive and sustainable communities government

4.1.2 The government has set out its strategy regarding equality and community cohesion in the document 'Improving Opportunity, Strengthening Society'. The strategy places public authorities – including local authorities - at the forefront of improving life chances for people facing disadvantage and promoting good relations between peoples of differing ethnic and racial groups.

4.1.3 It is important therefore, before considering the housing needs of the BME population within the ND&BHMA, to recognise how the national policy context influences the activities of housing organisations operating at the local level. It is imperative, therefore, to identify the salient statutory duties, regulatory requirements and codes of practice guiding local housing providers as well as consider examples of good practice in service provision.

4.1.4 This section will summarise key legislation, statutory duties, regulatory requirements and codes of practice pertaining to local housing authorities and housing associations' services in relation to equality, race relations and community cohesion.

4.2 Legislative Framework: Equality

4.2.1 Equality legislation now covers six strands – race, gender, disability sexual orientation, religion/belief and age. This legal framework is based upon anti-discrimination provision, but there has been a major shift towards the creation of positive duties for public bodies, which require them to promote good equality practice. Of particular relevance to housing provision and services to BME groups is the legislation relating to race equality which includes:

4.2.2 The Race Relations Act 1976 which outlaws discrimination on racial grounds in the public, private and voluntary sectors in areas including housing, and the provision to the public of goods, facilities and services.

4.2.3 The Race Relations (Amendment) Act 2000(03) extends the application of the Race Relations Act 1976 in a number of ways. Most importantly it places a new general duty on all public authorities to promote race equality. This means that local councils have a general duty to: promote equality of opportunity, promote good relations between people of different racial groups, and eliminate unlawful discrimination.

4.2.4 The Human Rights Act 1998 contains a number of articles with particular reference for the way housing organisations handle diversity and equality of opportunity issues, including the avoidance of discrimination and the upholding of rights regarding respect for home and property.

4.2.5 The European Directive on Race 2000 prohibits race discrimination in employment and training, and the provision of goods and services including housing.

Equality and Human Rights Commission

4.2.6 Under the Race Relations (Amendment) Act 2000(03) The Equalities and Human Rights Commission (EHRC)⁴ - formerly known as the Commission for Racial Equality (CRE) – has more proactive powers in this area. In summary the Act confers powers to the EHRC to take legal action if any of the specific duties are not met.

4.3 The Regulatory Framework

4.3.1 In addition to the legislative context, the activities of housing organisations are regulated through statutory guidance and regulations.

4.3.2 The Equality Standard for Local Government is a key evaluative instrument for Local Authorities. It recognises the importance of fair and equal treatment in local government services and employment and has been developed as a tool to enable authorities to mainstream race into council policy and practice at all levels. The Equality Standard builds on the principles of quality, leadership and

⁴ Equality and Human Rights Commission (www.equalityhumanrights.com)

community involvement. Local Authorities are required to assess progress based on five levels:

- Level 1: Commitment to a comprehensive equality policy
- Level 2: Assessment and consultation
- Level 3: Setting equality objectives and target
- Level 4: Information systems and monitoring against targets
- Level 5: Achieving and reviewing outcomes

The Equality Standard provides an opportunity to evaluate the performance of each partner of the ND&BHMA. A review of the standard which each partner of the ND&BHMA has achieved will be offered in Section 5.

Statutory Guidance

There are a number of sources of general guidance including:

4.3.3 The Commission for Racial Equality (CRE) ⁵ (2005) issued a Statutory Code of Practice on Racial Equality in Housing England. This superseded the Statutory Codes of Practice in Rented Housing (1991) and non-Rented Housing (1992). The aims of the code being:

- Set standards for achieving racial equality;
- Provide practical guidance that will help organisations and individuals involved in all area of housing to avoid unlawful racial discrimination and harassment, promote equal opportunities for all, and encourage good race relations; and

⁵ (replaced in October 2007 by the EHRC)

- Make sure that anyone who is considering taking a legal case, or who has concerns about the way decisions on housing matters have been made, understands the legislation, their rights, and what constitutes good practice in the field of housing.

4.3.4 The Code of practice draws upon and refers to good practice. The code applies to all providers of housing and related services in England.

4.3.5 The CRE (2002) Statutory Code of Practice on the Duty to Promote Race Equality offers guidance on ways in which public authorities can promote race equality. The code states that three principles should preside over public bodies' efforts to meet their duty to promote race equality:

- The promotion of race equality is mandatory; and should be promoted on all levels of employment with public authority employees
- The time or action given to race equality should be proportionate to its relevance; and
- The duty to promote race equality applies to all relevant functions, such as in the CRE's Code of Practice on Racial Equality in Housing

Regulation and Guidance for Registered Housing Associations

4.3.6 The Homes and Communities Agency (HCA) established in December 2008, has responsibility for both the land and the money to deliver new housing, community facilities and infrastructure. Part of its remit is to regulate, promote and fund the activities of all Housing Associations registered with the HCA. Housing Associations are not legally classified as Public Bodies.

4.3.7 The HCA supersedes the responsibilities of the Housing Corporation. The Housing Corporation (2002) Regulatory Code and Guidance states the obligations of housing associations in meeting the Corporation's regulatory requirements⁶. The following are of particular relevance:

4.3.8 The Housing Corporation also produced two guidance notes Good Practice Note 4, Race Equality and Diversity, sets out expectations on race equality; Good Practice Note 8, Equality and Diversity, published in 2004, take account of all equality areas:

- **Code 2.7:** includes requirements in respect of associations' performance on equality and diversity in general and race equality in particular;
- **Code 3.2:** includes an expectation that governing bodies should receive regular reports on all aspects of performance, including equality/diversity; and
- **Code 3.5:** includes the expectation that associations should be responsive to residents'/tenants' individual characteristics and circumstances.

These good practice notes apply to all registered housing associations. Core areas of activity include those concerning lettings, service delivery, tenant participation and satisfaction, governance, staffing and employment, procurement, and access to information and advice.

⁶ These Codes of Guidance issued by the Housing Corporation remain operative

Audit Commission: Key Lines of Enquiry (KLOE): Housing Services

4.3.9 The Housing Inspectorate, a separate organisation within the Audit Commission, began operating in April 2000 to coincide with the introduction of the 'best value' regime across local government..

4.3.10 The Housing Inspectorate visits and inspects Housing Associations, local housing authorities and Arms Length Management Organisations (ALMO'S) to ensure they provide cost effective quality services to their residents, leaseholders and the wider community.

4.3.11 The Housing Inspectorate carry out service inspections using published Key Lines of Enquiry (KLOEs). These KLOEs are designed to provide inspectors, social housing providers and others with a framework through which to view and assess services and descriptors that inform their judgements.

4.3.12 KLOEs contain sets of questions and statements around either the Housing service or 'judgement'-specific issues which provide criteria for assessing and measuring the effectiveness and efficiency of housing services.

4.3.13 The Key Line of Enquiry 31⁷ specifically focuses on diversity and cross references other KLOEs produced by the Housing Inspectorate and offers an evaluation of how effective housing services are in dealing with issues of diversity. The diversity KLOE covers the following areas:

- Corporate culture and governance;
- Access to customer services;
- Service user involvement;
- Partnerships;
- Harassment and domestic violence; and
- Legislation

4.3.14 The focus of diversity includes age, ethnic background, gender, disability, religion needs and social inclusion

Allocations of Social Housing

4.3.15 Under provisions set within the 1996 Housing Act all Local Authorities⁸ must have regard to the guidance stated in the Allocation of accommodation. Where authorities adopt a policy of offering a choice of accommodation, the policy should extend to all applicants and to all available accommodation, i.e. all types of homes and all categories of individuals. If a Local Authority has a policy that is restricting of choice it could be deemed as discriminatory on a particular group or community.

⁷ Key Line of Enquiry 31; Audit Commission, 2007

⁸ 1996 Housing Act, Sections 167 (1A) & 167 2E)

Examples of Good Practice Guides

4.3.16 *Black and Minority Ethnic Housing Strategies: A Good Practice Guide* (2000)⁹.

This good practice guide offers guidance to help both local authorities and housing associations develop BME housing strategies that are linked to the local housing strategy.

4.3.17 *The Duty to Promote Race Equality: A Guide for Public Authorities* (Commission for Racial Equality, 2002). This non-statutory guide is designed to help public authorities to follow the *Statutory Code of Practice on the Duty to Promote Race Equality*, which was introduced as a result of the Race Relations (Amendment) Act 2000.

4.3.18 *The Guide to Tackling racial harassment: code of practice for social landlords* (ODPM 2001). The guide sets out action that all social landlords should take to prevent racial harassment, to ensure that racist incidents are reported, to support tenants and their families when such harassment does occur and to take action against perpetrators to enforce the landlord's civil powers and deter further harassment.

4.3.19 *The Challenge Report / Race Equality Code of Practice for Housing Associations* (Race and Housing Report Inquiry, 2002). This Inquiry was established to challenge housing associations and the organisations they work with to look at where and how the sector could improve its record on race equality.

⁹ Bob Blackaby and Kusminder Chahal (2000) *Black and Minority Ethnic Housing Strategies: A Good Practice Guide*, Chartered Institute of Housing,

4.3.20 The subsequent Report set out what should be expected of the housing association sector in England and how it could achieve long-term positive change in the field of race equality.

Summary

4.3.21 Social housing landlords including Local Authorities, Arms Length Management Organisations and Housing Associations operate within an extensive framework of legislation governing and guiding their activities in areas of equality and diversity. Legislation and codes of practice seeks to eliminate unlawful discrimination, and more recently requires social housing landlords to promote community cohesion.

4.3.22 Information from local social housing providers concerned with their Equality Standards assessments and Audit Commission / Housing Inspectorate reports will be reviewed as part of an assessment of how well ND&BHMA partners meet housing needs of BME communities.

5 Profile of the ND&BHMA BME Population.

5.1 Introduction

5.1.1 The previous section has examined the national policy context concerning the housing needs of BME groups. The following section (5.2) will offer a brief description of the North Derbyshire and Bassetlaw Housing Market Area.

5.1.2 Section 6.3 will provide an examination of the characteristics of the BME population residing within the Housing Market Area together with a narrative of the geography of settlement of particular BME communities. This will include analysis of official data sets together with a summary of the extant secondary data on ethnicity in the ND&BHMA. Section 6.4 considers some household characteristics of BME groups within the area.

5.1.3 The data considered is derived from either key statistics which form parts of other reports and their technical annexes or analysis of official data sets including 'experimental statistics' which are population estimates based upon the 2001 Census, as well as the National Insurance Number Allocations to foreign Nationals (NINo) registration data.

5.2 Characteristics of the ND&BHMA

5.2.1 As previously identified, the ND&BHMA covers the administrative areas of four Local Authorities; Bassetlaw District Council, Bolsover District Council, North East Derbyshire District Council and Chesterfield Borough

Council Authorities. It is one of two Housing Market Areas within the Northern Sub-Region of the East Midlands. This section will offer a summary of salient characteristics of the Housing Market Area. The following description draws upon the evidence produced by Fordham Research for the Strategic Housing Market Assessment. This section will consider some of the characteristics common to the four participating local authorities and which contribute to a generalised description of a housing market area¹⁰.

5.2.2 The area has undergone considerable de-industrialisation over the past three decades, and its economic past has left a deep residential footprint common across the four local authorities: including traditional industrial terrace housing often in poor condition and which the Strategic Housing Market Assessment 2007 believes '*contributes to unattractive environments*'.

5.2.3 Fordham Research identified home moves as an important measure in understanding the characteristics of housing markets. It was found that the ND&BHMA is largely self contained with high levels of moves taking place within the area. However, since the 1990's the area has been a consistent importer of households into the area.

5.2.4 The tenure pattern across the ND&BHMA shows a higher proportion of social rented housing than the regional and national level. Difficult to let properties and areas of low demand in the social rented sector are lower than regional and national levels.

¹⁰ Three of the four Local Authorities are situated within the county of Derbyshire whilst Bassetlaw is within the county of Nottinghamshire.

5.2.5 House prices are lower than the East Midlands average

5.2.6 The Strategic Assessment expects increases in household formation rates to be lower than national and regional averages.

5.2.7 Despite experiencing structural economic change, the housing stock within the ND&BHMA is growing at a pace similar to the national rate, however there has been an uneven geography to such growth across the ND&BHMA

5.2.8 In terms of planned future growth, average annual house building in the area is expected to be at lower rates than surrounding Housing Market Areas, and below regional and national averages.

5.2.9 It should be noted that there is divergence to this generalised picture of the ND&BHMA. It is important to identify certain variant characteristics between and within each Local Authority area that make up the ND&BHMA.

Demography and Settlements

5.2.10 According to 2001 Census data the ND&BHMA area has a total population of 375,000 people comprising a total of 164,000 households. Bassetlaw had the highest recorded population of 107,000, The Borough of Chesterfield 98,000, North East Derbyshire with 96,000 and Bolsover recording a population of 75,000.

5.2.11 There are only two principle towns comprising more than 25,000 people, these being Chesterfield and Worksop (situated within the area of Bassetlaw Borough Council).

Bassetlaw

5.2.12 Bassetlaw is located in North Nottinghamshire and covers one third of the county. It has one tenth of the county's population.

5.2.13 The West and North of the area is ex- coalfield including its main town of Worksop. To the east are more traditional rural based industries and includes the market town of East Retford with a population of 21,000. A third of the population live in the smaller settlements of Carlton or Harworth and in rural areas.

5.2.14 The 2001 Census identifies a relatively high proportion of the population aged over 65 (19.3 per cent).

5.2.15 Analysis of the governments Indices of Deprivation 2007 (ID 2007)¹¹, indicates Bassetlaw as the 94th most deprived district in England¹². It has the third and fourth most deprived Lower Level Super Output Areas.

¹¹ The English Indices of Deprivation 2007 (ID 2007) are Government's official measure of multiple deprivation at small area level. The indices provide a consistent measure of deprivation for small areas across England.

¹² Data published by the Department of Communities and Local Government. (LSOA'S)¹² (situated within the Worksop South East Ward) in the county of Nottinghamshire¹².

Bolsover

5.2.16 Bolsover District Council is one of eight district Councils in the county of Derbyshire, and is part of the north Derbyshire coalfields area. Of the four Local Authorities, it has been most affected by the decline of the coal industry.

5.2.17 The population is concentrated in the four main urban areas of South Normanton, Bolsover, Clowne and Shirebrook. None of these Towns have populations of more than 11,000.

5.2.18 Based upon ID 2007, Bolsover is one of the top 20% most deprived authorities in England on at least one of the summary measures. Out of 354 districts in England it is ranked 55th most deprived area¹³. ID 2007 identify LSOA's within the Wards of Shirebrook North West, Shirebrook East, Bolsover West, Elmton-with Creswell and Bolsover North West as being amongst the 10% most deprived areas in England¹⁴.

¹³ The main geographical area used is the Lower Layer Super Output Area. Each LSOA contains on average 1,500 people and cover smaller geographical areas than Wards. ID 2007 enables pockets of deprivation to be identified and allow comparisons to be made between different parts of a district, county and English region. For further information go to <http://www.communities.gov.uk/>

¹³ Data from Nottinghamshire County Council Employment Bulletin EB 12/07

¹³ Data published by the Department of Communities and Local Government.

Chesterfield

5.2.19 Chesterfield Borough Council situated on the eastern edge of the Peak District National Park is the most urban of the four districts. The Borough is surrounded by North East Derbyshire District Council and Bolsover District Council.

5.2.20 Chesterfield is Derbyshire's second largest town. Based upon the Indices of Deprivation 2007, Chesterfield is one of the top 20% most deprived authorities in England on at least one of the summary measures. Out of 354 districts in England Chesterfield is ranked 77th most deprived area¹⁵. ID 2007 identify LSOA's within the Wards of Rother, Barrow Hill and New Whittington, Middlecroft and Poolsbrook and Londsey Green, amongst the 10% most deprived areas in England¹⁶.

5.2.21 The local economy is undergoing a period of structural change as new manufacturing industries and service based businesses replace the heavy industries that the area has traditionally relied on. This process is likely to continue, reflecting the changes taking place in the national economy.

North East Derbyshire

5.2.22 North East Derbyshire District Council (NEDDC) covers an area of 100 square miles. The district forms the heart of the former North Derbyshire

¹⁵ Data published by the Department of Communities and Local Government.

¹⁶ Data from Derbyshire County Council 6th May 2008 Report of the Chief Executive 'The English Indices of Deprivation 2007'

coalfield. It is bounded on the west by the Pennines and the Peak District, the city of Sheffield lies to the north of the District.

5.2.23 Dronfield, one of two main population centres, is at the heart of an area best characterised as an outer suburb of Sheffield. The western and southern areas of the district are rural in character and are adjacent to the Pennine Hills.

5.2.24 The other principal town of Clay Cross is situated to the South in a former Coal field area and includes a series of small towns and industrial villages. This area exhibits the highest levels of deprivation in the District.

5.2.25 In comparison with its neighbouring authorities of Bassetlaw, Bolsover and Chesterfield the District exhibits lower levels of relative deprivation and is ranked 176th by ID 2007. However, there are small areas of relatively high deprivation: the Wards of Holmewood and Heath, North Wingfield Central, Shirland, Grassmoor, and Clay Cross North contain LSOA's in the 10-20% most deprived areas in England¹⁷.

5.3 Characteristics of the BME Population

5.3.1 Compared to England and the East Midlands Region, the ND&BHMA has a small BME population. Data drawn from the 2001 Census identifies 98.6% of the population is White and 1.4% BME. The profile of the BME population is as follows: 0.5% mixed, 0.4% Asian or British Asian, 0.2% Black or Black British and 0.2% Chinese or other Ethnic Group.

¹⁷ Data from Derbyshire County Council 6th May 2008 Report of the Chief Executive 'The English Indices of Deprivation 2007'

5.3.2 Table 1 presents a breakdown of the population by ethnicity for each of the four areas comprising the ND&BHMA. In Bassetlaw the non white population represents 1.4% of the total population, Bolsover 0.9%, Chesterfield 1.9% and North East Derbyshire 1.1%.

TABLE 1: % OF POPULATION BY ETHNICITY FOR THE ND&BHMA AREA: 2001

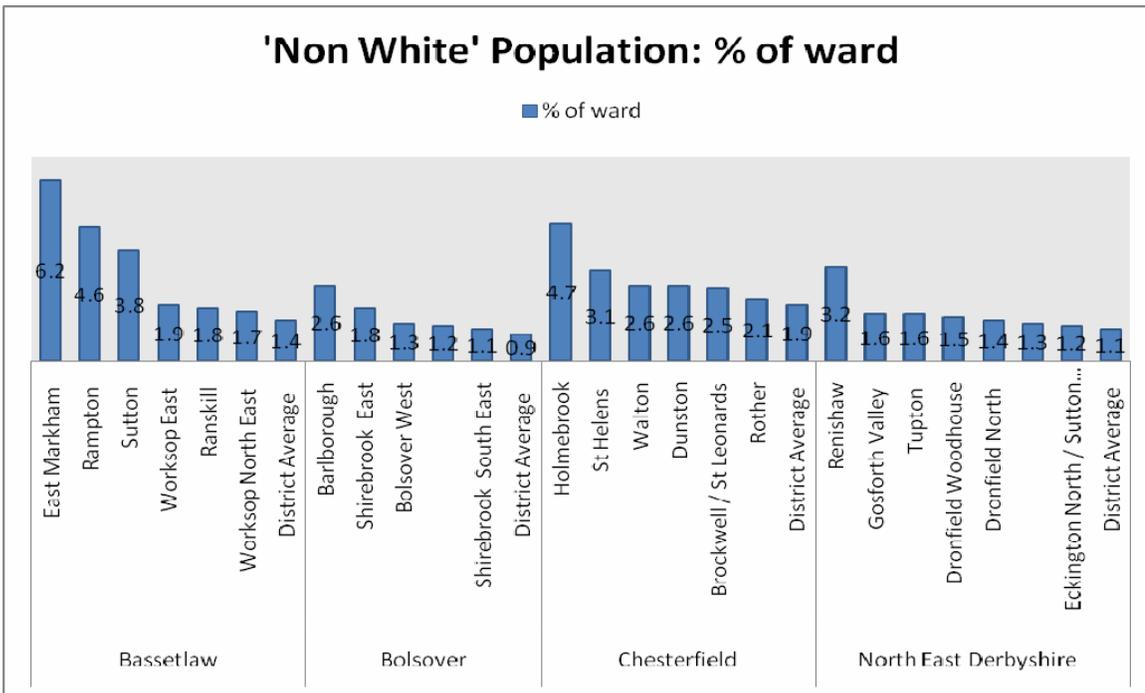
Category	Bassetlaw	Bolsover	Chesterfield	North East Derbyshire
White	98.6	99.1	98.1	98.9
Mixed	0.5	0.3	0.7	0.5
Asian/Asian British	0.5	0.3	0.6	0.3
Black/Black British	0.3	0.1	0.3	0.1
Chinese or Other Ethnic Group	0.2	0.1	0.3	0.2

Source: ONS Census 2001

The Geography of the ‘Non White’ Population across the NMHA

5.3.3 The Census 2001 allows analysis at Ward level to identify an uneven geography of settlement at sub–district level. The following data presented in Figure 1 below identifies Wards with relatively high concentrations of population (relative to the district as a whole) classified as ‘Non White’. It must always be borne in mind that these numbers are very small. It should also be noted that such a category excludes the sub category ‘White Other’. This category will be considered later in this section.

Figure 1: ‘Non White’ Population: % of Ward



Source: ONS Census 2001

5.3.4 Within the Bassetlaw District the highest concentrations of non-white population reside in the Wards of East Markham (6.2%), Rampton (4.6), and Sutton (3.8). Further analysis of these wards indicates a clustering of particular minority ethnic groups in two of these Wards. Those who stated their ethnicity as Pakistani make up the majority (65%) of the 'non white' population within the Ward of East Markham, whilst Black / Black British are the majority (57%) of non-white groups in Rampton, whilst Sutton contains a wider mix of non-white population.

5.3.5 In Chesterfield, of the Wards with relative high concentrations (>1.9%) of non-white population, Holmebrook had the highest non-white population consisting of 4.7%, followed by St Helens 3.1%, Walton 2.6%, Dunston 2.6%, Brockwell 2.5%, St Leonard's 2.5% and Rother 2.1%. These wards are situated in central Western and central Southern areas of Chesterfield.

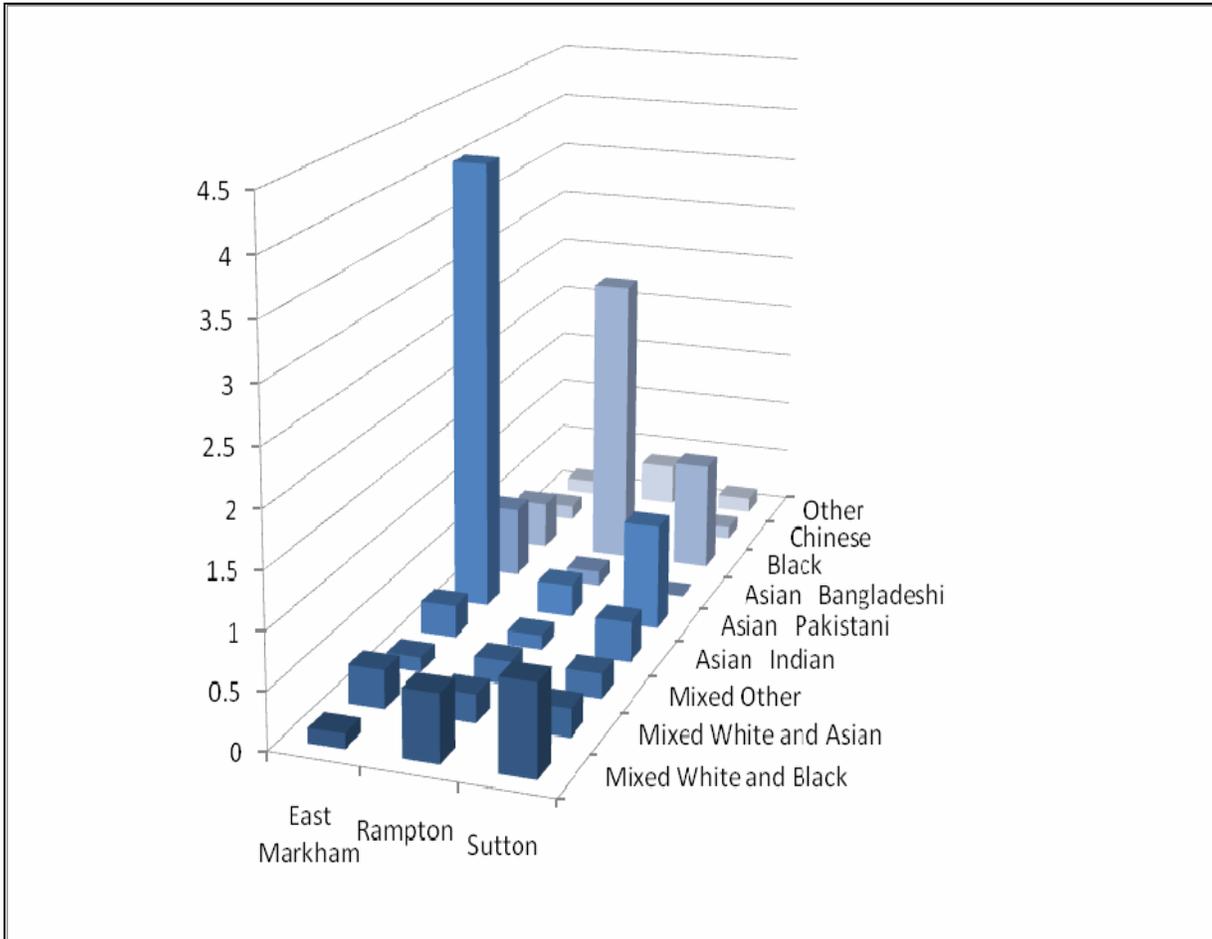
5.3.6 In both Holmebrook and St Helens Pakistanis are the largest BME group consisting of 33% and 50% of the BME population in each of these wards. In the remaining Wards there is greater diversity of BME groups residing in these areas.

5.3.7 In Bolsover the Barlborough Ward has the highest percentage of non-white population (2.6%) with 40% of this population being Indian and 22% Chinese. In comparison to Barlborough, Shirebrook East has greater diversity amongst the non-white population residing in its boundaries - although none of Indian ethnicity were recorded as residing in this Ward. In Bolsover West 25% of non-white population were Indian.

5.3.8 In North East Derbyshire the Renishaw Ward has the highest concentrations of non-white population (3.2%) with over 45% of this group Chinese. Gosforth Valley (1.6%) and Tupton (1.6%) have greater diversity of groups amongst the non –white population. The Pakistani population is less prevalent in North East Derbyshire and Bolsover.

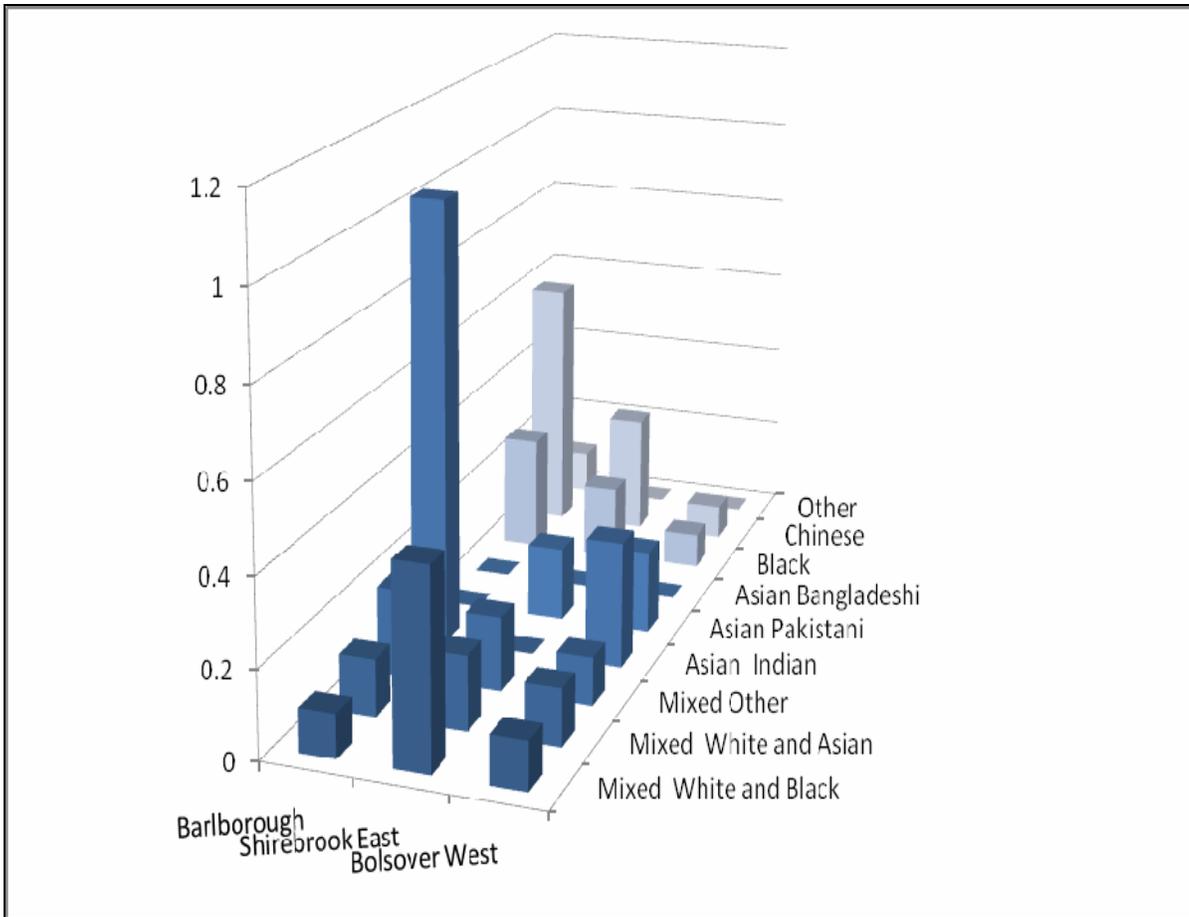
5.3.9 Overall there is an uneven geography of settlement of the non-white population across the ND&BHMA with further concentrations of specific minority ethnic communities in particular Wards. The Pakistani population is particularly concentrated in particular Wards of Bassetlaw and Chesterfield.

Figure 2: Bassetlaw: Selected Ward Profile: % of 'Non White' Population



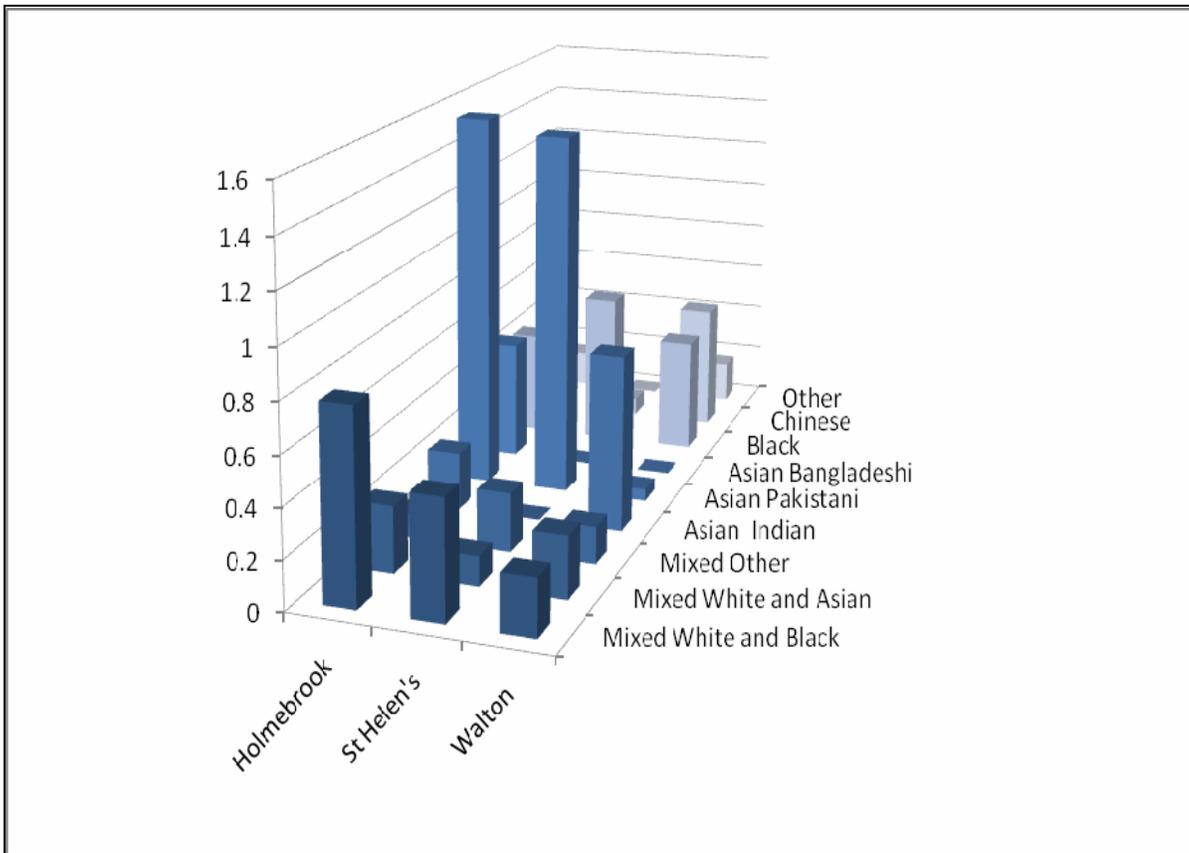
Source: ONS Census 2001

Figure 3: Bolsover: Selected Ward Profile: % of 'Non White' Population



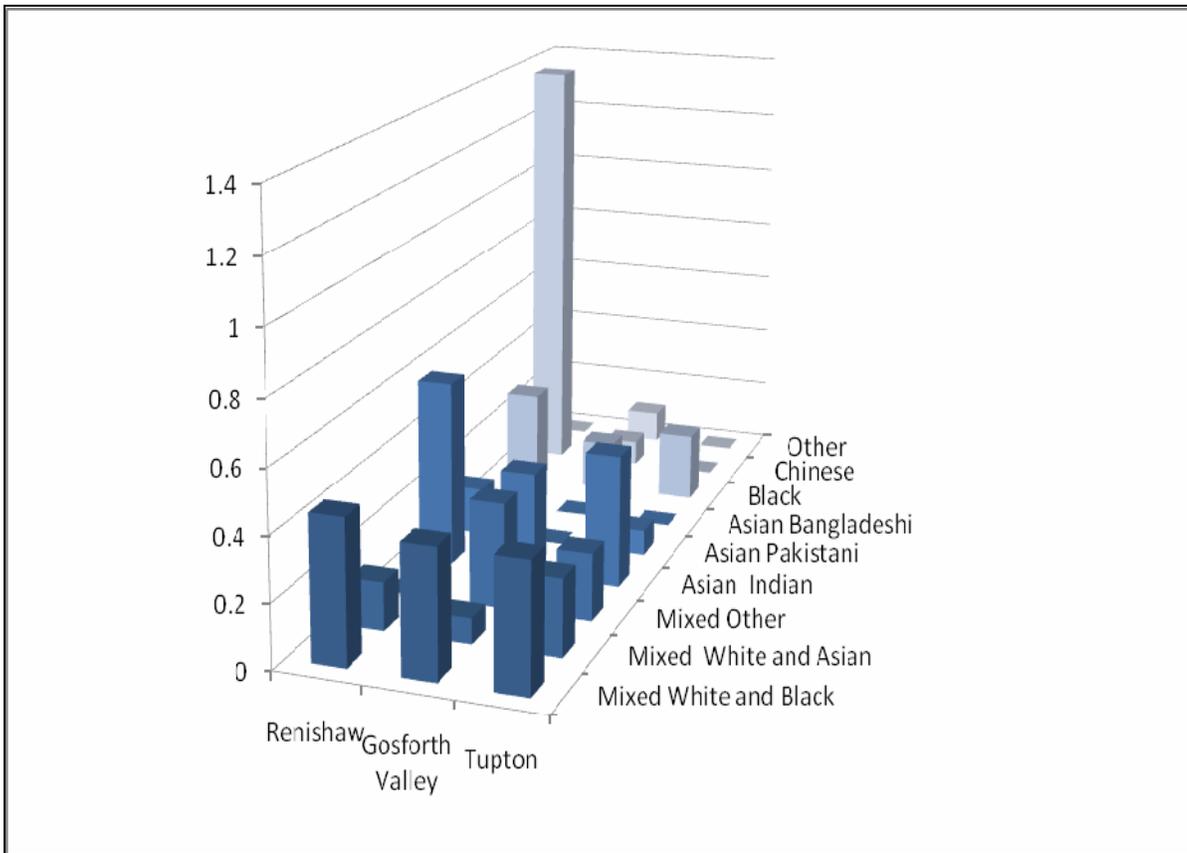
Source: ONS Census 2001

Figure 4: Chesterfield: Selected Ward Profile: % of 'Non White' Population



Source: ONS Census 2001

Figure 5: North East Derbyshire: Selected Ward Profile: % of 'Non White' Population



Source: ONS Census 2001

5.3.10 There are shortfalls when relying solely on this census data to provide an adequate picture of the characteristics of the BME population:

- The Census is now 7 years out of date.
- Capturing data at only one point in time offers no indication of population trends amongst BME communities¹⁸.
- The 2001 Census fails to record migrant workers amongst the new European Union accession states.

5.3.11 The impact on local and regional housing sub-markets of recent migration to the UK following the enlargement of the European Union from the 1st of May 2004 (to include an additional ten countries) has been identified by stakeholders as an important consideration for this study.

5.3.12 Therefore, it is argued that the population characteristics of the ND&BHMA are likely to have changed since the 2001 Census, and in ways significant to this housing needs study. Firstly, it can be expected that the BME composition will have changed following an influx of European immigrant workers. This is the perception of local authority officials, estate services and lettings agencies in the ND&BHMA, and is evidenced in the *Strategic Housing Market Assessment Sub regional Report 2007* which notes:

According to stakeholders the main demographic change relates to the growing proportion of older people and young people leaving whilst migrant workers move in. Agencies responsible for providing support needs consider that there is not enough move-on accommodation. They are actively seeking to work with the private rented sector to improve the supply of housing but see housing benefit administration as a barrier.

¹⁸ A comparison of the 1991 and 2001 Census data would be useful at this point to illustrate the historical growth or decline of the BME population in the NMHA but changes in Census questions and coding make the comparison of data unreliable.

5.3.13 The second factor, and alluded to in the quote above, is that since 2001 there have been demographic changes of significance to our understanding of the characteristics of the BME population.

5.3.14 Analysis of two additional data sets provides more up-to-date profiles of the BME population across the ND&BHMA. They provide indications of the characteristics of recent population change including analysis of the 'White Other' ethnic sub-category.

- The ONS data sets, 'Resident Population Estimates by Ethnic Group', are of particular use here, offering data for each year from 2001 to 2006. The data sets cover, ethnic category, broad age ranges and gender¹⁹.
- The NINo registration of workers offers an insight into migrant worker registrations.

5.3.15 Both the 'Resident Population Estimates by Ethnic Group'²⁰ and NINo registrations' data²¹ sets should be treated with a degree of caution, however, and can not be viewed with the same confidence as the Census data.

¹⁹ All figures are presented in counts, (except for the 'Percentages' dataset), and have been rounded to the nearest 100 persons.

²⁰ With regards to the 'Experimental Statistics', these are estimates based upon the 2001 Census, with adjustments made to reflect births, deaths and migration during each year. Further adjustments have been made to ensure consistency with the ONS's Mid-Year Population Estimates.

²¹ The system of NINo registrations provide indications - by country of origin- of migrant workers registering for work within the area. However, the data does not provide an accurate figure of the number of migrant workers currently working in the area. NINo registers new workers, but does not remove their registrations even if the number is no longer used. Also, the NINo information does not provide a full picture of demographics i.e. age profile, gender or family structure.

Table 2: % of Population by Ethnicity for the ND&BHMA area for 2001 and 2006

	Bassetlaw		Bolsover		Chesterfield		North East Derbyshire	
	2001	2006	2001	2006	2001	2006	2001	2006
White	98.6	97.2	99.1	97.9	98.1	97	98.9	97.5
Mixed	0.5	0.8	0.3	0.6	0.7	0.9	0.5	0.7
Asian/Asian British	0.5	1.1	0.3	0.9	0.6	1	0.3	0.8
Black/Black British	0.3	0.5	0.1	0.3	0.3	0.5	0.1	0.4
Chinese or Other Ethnic Group	0.2	0.4	0.1	0.3	0.3	0.6	0.2	0.5

Sources: ONS Census 2001 / ONS Population Estimates 2008

5.3.16 Table 2 compares estimates of the 2006 population with 2001 Census Data and shows higher percentages of BME population residing within each Local Authority than 2001 Census.

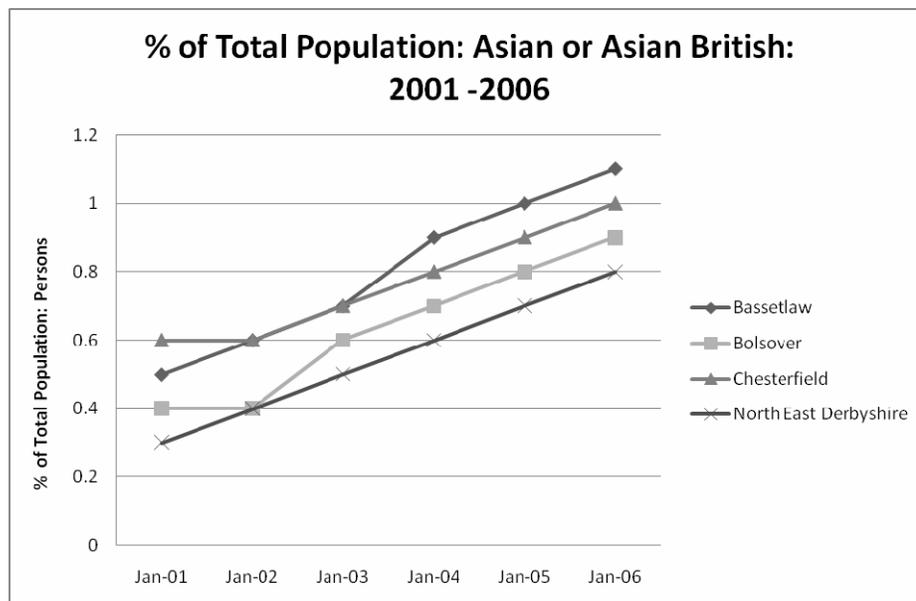
5.3.17 From these two data sets the following BME population profile and trends can be suggested.

- Analysis of the 'Experimental Statistics' suggests the percentage of the BME population in the area remain comparatively small but is increasing, both in absolute and proportional terms.
- The categories 'Asian or Asian British' and 'White Other' have witnessed the highest rates of increase. Table 2 compares the 2001 figures with the 2006 estimates for the ND&BHMA .

5.3.18 Analysis of the survey data suggests variations between the four local authorities in terms of numbers of BME population. The following data offers a picture of this divergence.

5.3.19 Bassetlaw has witnessed the highest rate of increase in Asian or Asian British and White Other categories. Figures 6 to 9 (below) disaggregate the ND&BHMA into the four Local Authority areas, and expresses the rate of increase amongst differing ethnic groups in graph form: The steeper the incline between 2001 and 2006, the higher the rate of increase between these years²².

Figure 6



²² The vertical axes have been kept to the same scale for each graph.

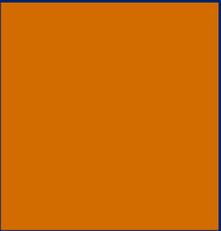


Figure 7

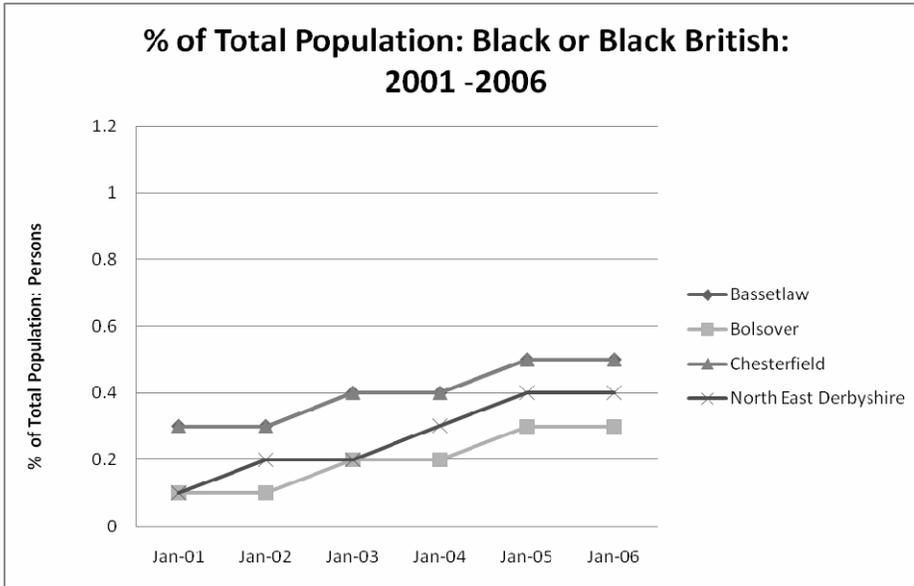


Figure 8

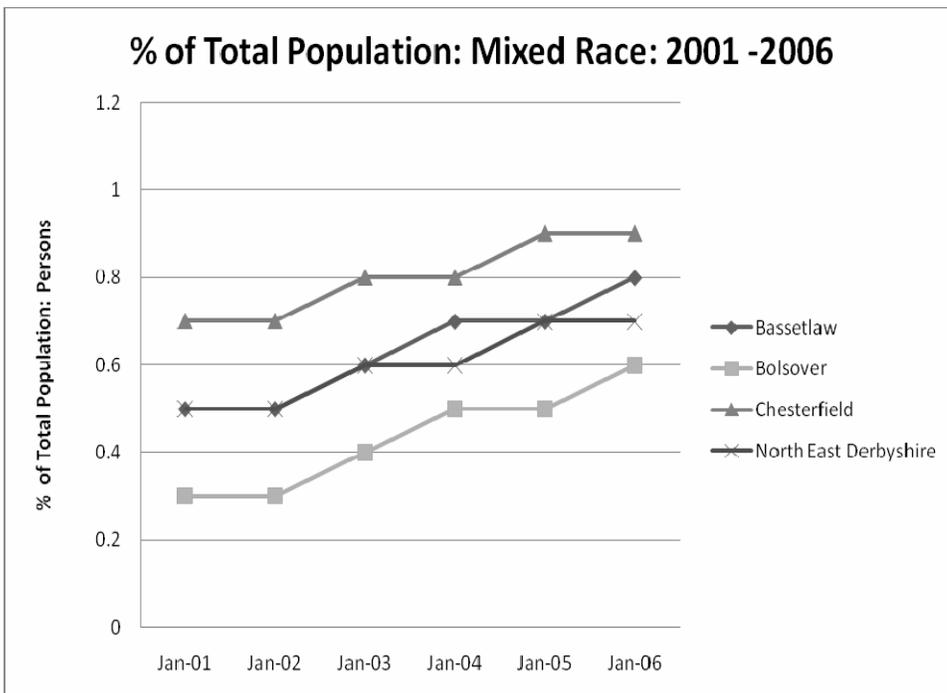
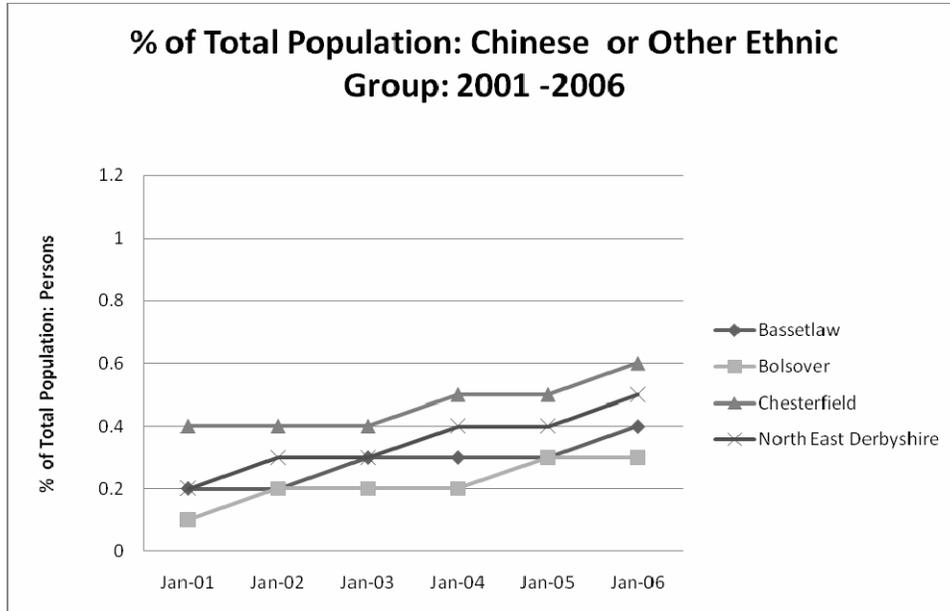


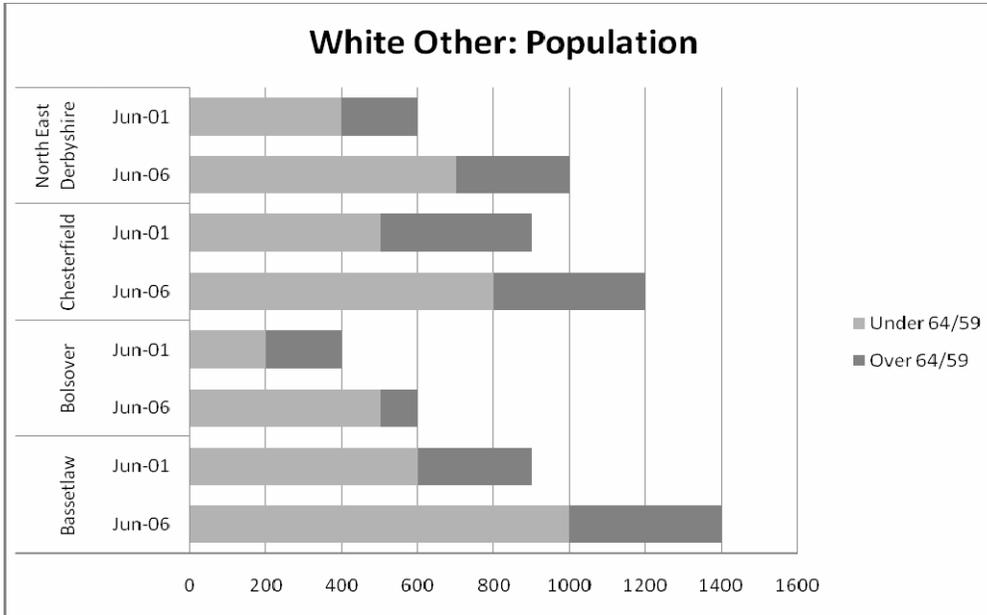
Figure 9



White Other:

5.3.20 This group, as identified earlier, has witnessed significant growth in recent years. It is the most nebulous category for analysis, but it will be suggested that a recent influx of migrant workers can account for some of growth in this ethnic category in recent years. See Figure 10 below:

Figure 10



5.3.21 It is necessary to access a variety of research data to offer additional insights into the characteristics of this group and to provide further analysis of the dynamics of migrant workers settlement in the ND&BHMA.

5.3.22 The most commonly used secondary data to collate information on migrant workers include Seasonal Agricultural Workers Scheme (SAWS), the Workers Registration Scheme (WRS) and the National Insurance Number Allocations to foreign Nationals (NINo).

5.3.23 Both Fordham Research²³ and the Bassetlaw Local Strategic Partnership New Communities Group²⁴, offer insights into recent migrant worker trends using NINo. The New Communities group also offers analysis of

²³ Strategic Housing Market Assessment Sub regional Report Sept 2007

²⁴ Profile of Migrant Workers in Bassetlaw from Bassetlaw LSP New Communities Group Report 1 2008

5.3.24 RS. This small body of research supports stakeholders' contention that there has been an influx of migrant workers, and fit the broader national picture of an increase in recent years of Eastern European migrant workers coming to the UK.

5.3.25 Between 2002 – 2006, the numbers of these migrant workers increased from 320 to 1060 for the four Local Authority Areas. The largest increases being in Bassetlaw. Bassetlaw provides work in Agricultural industry – mainly to the eastern rural edge of the district, as well as processing work in the two sandwich making factories and distribution centre based in Worksop.

Table 3: National Insurance Workforce Registrations 2002-6

	2002	2006
Bassetlaw	100	550
Bolsover	40	140
Chesterfield	130	260
NE Derbyshire	50	110

(Source Technical Annex to the Strategic Housing Market Assessment Sub-regional Report 2007)

5.3.26 In 2006/7 Bassetlaw had 11.9% of the county of Nottinghamshire's total registered workers, with only Broxtowe and Mansfield having more registrations. The majority stated Poland as their country of origin (420 no) with Indians (30 no.) Lithuanian (10 no.) Slovakian (10 no.) and Latvia (10 no.) being the other major nationalities.

5.3.27 The Bassetlaw Local Strategic Partnership New Communities Group also accessed Workers Registration Scheme Figures²⁵ to identify ‘ *the vast majority (125) intended to stay for less than 3 months*’ .

5.3.28 The occupations for those who registered between October 2007 – Dec 2007 supports the evidence identified above (5.3.24) of the industries attracting migrant workers in Bassetlaw, these being

- 75 Process operative (other than factory worker)
- 25 Food processing operative (fruit / veg)
- 10 Food processing operative (meat)
- 5 Warehouse operative
- 5 Sales and retail assistants
- 5 Kitchen and catering assistants
- 5 Other occupations

5.3.29 Research has been undertaken in Bolsover of the profile of migrant workers. The report ‘*Polish Community Project Report 2008*’ by *Danuta Brooke*’ for Bolsover District Council. The report found that in 2007, 200 national Insurance numbers registered to Polish nationals in the District of Bolsover. With the majority located within the Shirebrook Wards (83), Elmton with Creswell Ward (27) and South Normanton Wards (23).

Summary

5.3.30 In summary the geography and population characteristics of the BME population can be suggested:

- The BME population in the Housing Market Area remains comparatively small but is increasing both in absolute and proportional terms to the area as a whole.

²⁵ *Workers Registration Scheme, Oct 2007 – Dec 2007*

- The categories 'Asian or Asian British' and 'White Other' have witnessed the highest rates of percentage increases in recent years.
- It can be suggested that European Migrants are an important dynamic of growth in the 'white other' ethnic category.
- There is an uneven geography of settlement of BME groups across the ND&BHMA with particular concentrations of Asian Pakistanis, and Black / Black British population in certain Wards of Bassetlaw and Chesterfield. Some of these Wards have areas with high levels of relative deprivation.

5.4 Household and Tenure Characteristics amongst the BME Population.

5.4.1 The most detailed and recent information on the household characteristics of the BME population can be drawn from the survey data contained in the Strategic Housing Market Sub Regional Assessment Report (2007).

5.4.2 The survey data is based on 8,000 respondents for the sub region and 4,605 for the ND&BHMA. However, before considering the data presented below it should be borne in mind that, as stated in the Strategic Assessment, the results for the BME group should be viewed with caution due to the small sample size.

5.4.3 Table 3 below provides an overview of the percentage of BME households in each area as estimated by the survey. Similar to experimental population data, the survey identifies similar variations between the four

ND&BHMA local authorities in terms of numbers of BME households. Bassetlaw and Chesterfield have the highest proportions of BME households, 4.7% and 2.4% respectively as estimated by the survey.

Table 3: Percentage of BME Households in the ND&BHMA by Area

	Number	% of ND&BHMA	% of ND&BHMA BME
Bassetlaw	2,175	4.70	48.00
Bolsover	530	1.70	11.70
Chesterfield	1,115	2.40	24.60
NE Derbyshire	710	1.70	15.70
ND&BHMA	4,530	2.70	100.00

Source: Strategic Housing Market Assessment Sub-regional Report 2007

5.4.4 This data provides a profile of housing tenure for the whole sub region rather than the ND&BHMA. It also only provides a two category analysis, White British against Non White.

5.4.5 According to the data in the Strategic Housing Market Assessment Sub-regional Report 2007, compared to the White British community the BME community would be more likely to have larger households; more likely to have households with children and be less likely to consist of pensioner households. It is the Asian community in particular who are more likely to have larger households. Table 4 below provides a breakdown of household profiles.

Table 4 Household Profiles by Ethnic Group for the ND&BHMA

	% White British	% Non White
Single pensioners	15	7
2 or more adults no kids	35	31.4
2 + adults 2+ kids	12	14.2
2 or more pensioners	10.4	4.5
Lone parent	4.5	4.9
Single non pensioners	12.8	24.7
2 adults plus 1 child	10.2	12.7

Source: Strategic Housing Market Assessment Sub-regional Report 2007

5.4.6 Research undertaken for the Strategic Housing Market Assessment Sub-regional Report 2007 found BME households have higher average incomes but lower savings than White British households and are more likely to be living in the district of Bassetlaw.

5.4.7 In terms of tenure the survey data in the sub-regional report suggests that White British households are more likely to rent from a social landlord (19.1% compared to 16.4% respectively), BME households are more likely than White British households to rent privately (12.1% compared to 6.7% respectively). Research undertaken for Understanding Diversity (2001), although dated and applying only to Chesterfield suggests that the BME community prefer either to rent from the private sector or go into home ownership.

5.4.8 Interviews conducted with estate agents, letting agencies and local authority personnel for the sub-regional report (2007) and data drawn from the Bassetlaw LSP New Community research suggest that the recent influx of migrant workers from European Accession States has increased demand for private rented accommodation.

5.4.9 A review of Bassetlaw Local Strategic Partnership, New Community research reports indicates of the 300 migrants questioned, household characteristics were of an equal mix of single person households living in Houses of Multiple Occupation and households with dependant children residing in private rental accommodation

5.4.10 Analysis of lettings data produced for CORE²⁶ from Chesterfield, Bassetlaw and NEDDC for 2007 indicates small percentages of households with Eastern European nationalities gaining access to social housing. This is likely to increase as eligibility requirements based upon length of residence are met by Migrant Workers with EU citizenship.

Summary

5.4.11 The picture presented in the *Strategic Housing Market Assessment Sub regional Report (2007)* can be used to offer a summary of household and tenure characteristics of established BME communities across the ND&BHMA. It is one where

Non-white households are more likely to be larger than white households, more likely to be private renters, more likely to contain children, less likely to contain a special needs member and more likely to live in unsuitable housing than white households.

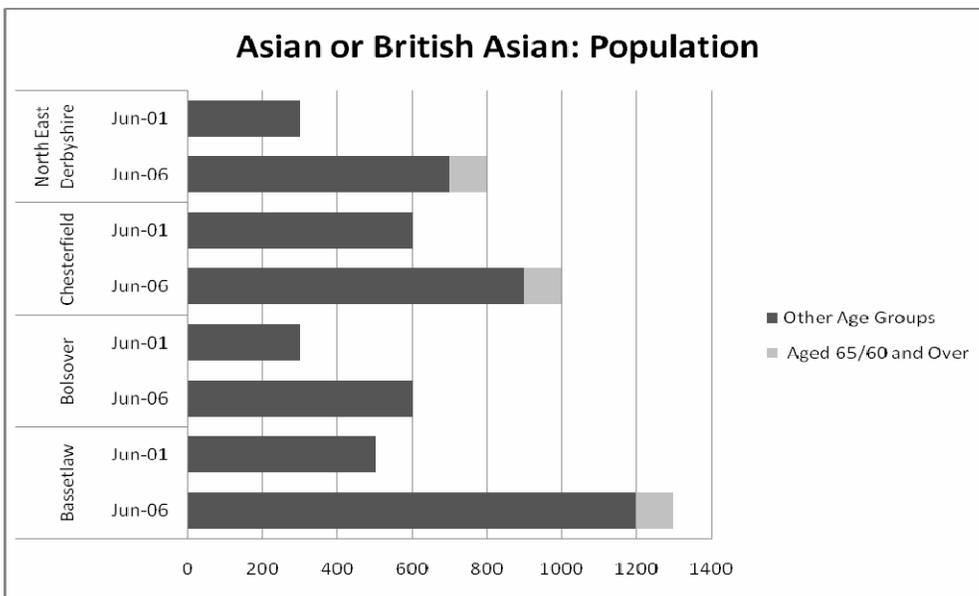
²⁶ Bolsover District Council has commenced recording data for CORE.

5.4.12 For New Migrants there is a mix between single person households living in Houses of Multiple Occupation as well as families residing in private rental accommodation.

An Ageing Population:

5.4.13 Similar to the demographic profile of the White British category, the estimated population count indicates in recent years an ageing population amongst the BME population. It should be noted that in 2001 there was no incidence of Asian or Asian British within the 65/58 age group in any of the four local authorities. Figure 11 provides an illustration of the total numbers of Asian / British Asian population for each Local Authority Area.

Figure 11



Summary

5.4.14 Although small in number, there are proportions of older age groups within BME Groups being recorded by population estimates within the ND&BHMA.

5.5 The Housing Needs and Aspirations of BME Communities across the ND&BHMA

5.5.1 Collating data to indicate characteristics of housing need is difficult to obtain, partly due to the difficulties of collecting data on small BME populations which mean there are weaknesses in existing data sets. For example, the extent of the Strategic Housing Market Assessment Sub region analysis is as follows

..the households in the BME sector show larger households and have a greater tendency to be in private rented sector and in unsuitable housing, but on average show higher household incomes. This is made up of a range of ethnic groups, but each is quite small and so it is not possible to provide further detail

Similarly the ND&BHMA Needs Study of Older Persons notes no analysis could be conducted by ethnicity and that

low numbers make it difficult to make any specific recommendations regarding older people from BME communities

5.5.2 There is some evidence that there is a slightly higher level of unsuitability of housing conditions in the BME community, but that this may simply be a product of changing personal circumstances. According to the *Strategic Housing Market Assessment Sub regional Report*, 9.8% of the BME population compared to 6.4% of the White British reported living in unsuitable accommodation, though these figures relate to the sub-region as a whole rather than the ND&BHMA specifically and are prone to sampling error.

5.5.3 Given the above caveats, there is no strong evidence to suggest that the expressed needs by BME communities are in any way more dissatisfied with the condition of their houses or the areas in which they live than their white British counter parts.

5.5.4 There is a general shortfall of affordable housing in the ND&BHMA and a projected future shortfall in the number of available houses to meet the changing demographic characteristics and this will affect both White British and BME communities.

5.5.5 A particular concern highlighted in the *Strategic Housing Market Assessment Sub-regional Report (2007)* is that there is a growing proportion of older people and young people leaving with migrant workers moving in (this is for the sub region as a whole rather than just the ND&BHMA). This would increase the demand for move-on accommodation.

5.5.6 The same report also highlights the perceptions of estate agents, letting agencies and local authority personnel that demand was strong for private rented sector housing from migrant and transitory workers from the Eastern European Accession states.

5.5.7 There is no evidence to suggest that the wishes and aspirations of the BME community are any different to that of the White British community.

5.6 BME and Housing Service Provision

5.6.1 As with data on needs and expressed need, data on housing service provision in relation to BME communities is limited. As acknowledged in Chesterfield's BME Housing Strategy (2004), housing services find it difficult to collect satisfaction data for BME communities due to the small number of BME users. Also there are gaps in monitoring and performance targets in relation to diversity issues. This is noted for example in the Audit Commission's report on Bassetlaw's Arms Length Management Organisation (May 2007).

5.6.2 That said, there is no evidence that the BME community is dissatisfied with housing service provision. For example, as reported in Chesterfield's BME Housing Strategy (2004) there are high levels of satisfaction with

housing service provision. The figure for 2006/07 for BME satisfaction levels for Chesterfield's housing service was 73.81%.

5.6.3 Chesterfield's BME housing strategy argues that

- most of the BME community have good levels of English, but this may not be true of Muslim women and Chinese Males.
- the rates at which the Pakistani Muslim Community access public services are lower than other BME groups
- there is good work undertaken by services with representatives of Asian and Black communities, other ethnic groups may be less easily accessed.

5.6.4 The Audit Commission have recognised that Bassetlaw has a strategic approach to equality and diversity, with legislative requirements met, good practice adopted and progress made in understanding its customer base (Audit Commission 2007). The Audit Commissions review of Bassetlaw's ALMO – A1 Housing - suggests that despite its approach to equality and diversity being 'robust' there remain weaknesses such as the website not being available in community languages, lack of robust target setting and inability to evaluate initiatives (Audit Commission May 2007).

5.6.5 North East Derbyshire's Housing Strategy 2006-9 recognises that diversity is an area requiring improvement and aims to improve the setting of targets and monitoring standards. North East Derbyshire District Council's website says that the housing needs of the BME community have been largely ignored and that the BME community is finding it more difficult to access housing but no evidence is presented to substantiate this.

5.6.6 Of the four Local Authorities, two have achieved Level 2 Equality Standards whilst Bolsover and North East Derbyshire have recently been assessed as achieving Level 3. This suggest that two local authorities do not at present set specific equality objectives and targets, have not created Information systems and monitor against targets, as well as achieving and reviewing outcomes.

5.6.7 A particular difficulty is created by the low numbers of BME groups in the population and the difficulties of gathering data from small groups when it comes to assessing service provision and need. For example, the ND&BHMA assessment of the needs of older people, which obviously will include BME groups has no data on BME groups and can only recommend

That information is disseminated effectively to BME community groups to ensure that services are known about within all communities

5.6.8 The low numbers of the BME population, especially when BME groups are broken down into specific ethnic or national groups and difficulties of accessing the various groups poses limitations to any needs analysis. This is despite the fact that strenuous efforts have been made to ascertain BME views.

5.6.9 As previously mentioned the report 'Polish Community Project Report 2008' by Danuta Brooke' for Bolsover District Council 2008, found that queries relating to council services are confined to housing issues. Danuta found

In addition to the above, I identified the following area of concern: access to NHS doctors and dentists. Shirebrook Health Visitors had informed me in earlier discussions that they felt there was a problem with Polish people failing to register with a GP and subsequently turning up at A&E when they experienced a medical problem. Derbyshire UWC conversely reported that a common query was Polish people asking how and where they can register with GPs and dentists. The problem, it would appear, is one of lack of information.

5.7 Summary of Desktop Research

Population

5.7.1 The BME community is small - approximately 2% of the ND&BHMA population. Population estimates suggest changes in the size and make up of BME communities have taken place since 2001. The small population size and its varied make up create difficulties for needs analysis. The Census, which is the most reliable source of population and household data at sub-district analysis, is already dated.

5.7.2 Recent population estimates identifies the BME population in the ND&BHMA remains comparatively small but is increasing both in absolute and proportional terms to the area as a whole.

5.7.3 According to Census data the biggest groups are Mixed and Asian/British Asian. The categories 'Asian or Asian British' and 'White Other' have witnessed the highest rates of percentage increases in recent years.

5.7.4 It can be suggested that European Migrants are an important dynamic of growth in the 'white other' ethnic category.

The Geography of Settlement

5.7.5 Based upon available data the BME population is concentrated in Bassetlaw and Chesterfield.

5.7.6 Census Data indicates concentrations of specific minority ethnic communities in particular Wards. The Pakistani population is particularly concentrated in particular Wards of Bassetlaw and Chesterfield.

Household Characteristics and Housing Needs

5.7.7 Non-white households are more likely to be larger than white households, are more likely to be private renters and more likely to contain children, and are more likely to live in unsuitable housing than white Households

5.7.8 A range of service providers in the ND&BHMA believe the recent influx of Eastern European workers is changing the BME profile and presenting new housing needs. In particular there is a suggestion that there is a need for move on accommodation.

5.7.9 There is a lack of detailed and reliable information on the numbers or profile of recent migrant workers coming into the ND&BHMA nor any information on residence patterns, length of stay and accommodation needs.

5.7.10 The BME community is more likely to consist of households with children and to have less pensioner households.

5.7.11 The available evidence suggests the BME community is generally happy with their housing and area. Aspirations for moving are related to personal/family circumstances rather than problems with house or area.

5.7.12 There is some evidence to suggest that there may be specific needs for sections of the BME to be met to ensure access to services. As the BME population ages the needs of BME elders may become a more pressing policy issue.

Housing Services for BME Communities

5.7.13 There is no strong evidence to suggest that the BME community is dissatisfied with housing service provision.

5.7.14 There is evidence of good practice amongst housing providers.

5.7.15 There is evidence to suggest some institutional weaknesses in data collation, monitoring systems, and reviewing performance. However, there is also evidence to demonstrate institutional commitment to improving data collation and monitoring systems and performance reviews.

6 Stakeholder Consultation

6.1 Introduction

6.1.1 Local Government and Housing Officers from the four participating Authorities were invited to attend a half day workshop. The aim of the workshop, facilitated by researchers from Access Matrix, was to identify amongst key stakeholders their present understanding and perceptions of the housing needs of BME communities across the ND&BHMA and how such a knowledge base was formed. The workshop also assisted in identification of present gaps in the knowledge base and what particular concerns the officers had in relation to identifying housing needs and aspirations of BME Communities.

6.1.2 The workshop was well attended by three authorities.

6.2 Themes

6.2.1 The discussions from the workshop has been organised into particular themes:

6.2.2 Gathering Information on the Needs of BME Groups

Discussion focused on Tenant / Resident Participation procedures for BME communities as well as developing 'data collation' and 'data sharing' capacity across the four authorities.

One area of discussion focused upon the appropriate procedures for consulting BME Groups:

Discussion included suggestions that consultation procedures specifically for BME Groups may not be the best / preferred option;

- rather tenant participation structures should be within general processes / procedures.

The other aspect of information on needs of BME groups related to data collation and sharing data, these being:

- The need to consider inter-agency working in data collation;
- What to do with data? ;
- Monitoring and reviewing performance.
- Data Sharing and Protocols

These concerns are shared by the Bassetlaw Strategic Partnership: New Community Group;

Various discussions in the New Community Group, Nottinghamshire Community Cohesion Steering Group and at the Countywide Event in March 2008 have not identified a common approach for data sharing. There are data protection issues with health service, police and education information and access by other agencies. Countywide partner agencies are trying to identify more accurate figures of the EU A8 communities. The Task Groups support the BLSP taking part in any future local initiatives to gather more accurate population profile information for the District. It is an ongoing process as migrant workers from new destinations arrive in the area.

6.2.3 Migrant Workers

The discussion concerning migrant numbers was related to the previous stated theme. There was a general belief that Migrant numbers had increased considerable over recent years and recognition that more knowledge of Migrant Workers' needs was required including;

- Language services
- Knowledge of Housing Services

- Housing Aspirations

6.2.4 Location choices: Residential choices and Community Cohesion

Officers were interested in gaining further understanding of the impact of hate crimes and anti social behaviour on location choices amongst BME communities. The 'congregation' of BME into particular geographical areas may be a 'choice' based upon community identify and 'support networks'. However, an important concern for housing services is whether or not such 'residential choices' is determined by unwillingness to move to other neighbourhoods where fear of victimisation / harassment and anti social behaviour may prevent particular BME households choosing to reside outside a 'traditional' area.

6.2.5 Housing Provision for BME Elders

Officers were in interested in finding or what the support needs for BME Elders are? They asked whether there was a need for culturally specific sheltered accommodation, or culturally sensitive mainstream services.

**SECTION B
PRIMARY RESEARCH**

6.3 *Introduction: Research Design*

6.3.1 The Focus Group Study was the main qualitative method used for gathering primary data. Appropriate venues were selected in the centre of Chesterfield one of the principal towns across the ND&BHMA. Shopping vouchers to the value of £10 was given to each participant at the end of the discussions. Each participant was asked to complete a questionnaire, consisting of a series of closed questions relating to their housing tenure, their household status and characteristics (including number of dependant children , people / family living with them) and house type and number of bedrooms and living rooms. The questionnaire was kept short. Data protection and confidentiality of all research data was explained at the beginning of each focus group before commencing the Focus Groups and completion of short questionnaire. The questionnaire allowed a housing profile of participants. A Supplementary Report to this main report provides a profile of each focus group.

6.3.2 The five focus groups consisted of the following ethnic groupings:

- Asian Pakistani Muslims: The Focus group meeting was undertaken at a meeting room above a Mosque in Chesterfield. 15 participated and all were male.
- Black African Caribbean: The focus group meeting was at the meeting rooms at the African Caribbean Centre in Chesterfield. There were eight participants, three were male and five were female.
- Chinese: A meeting was held at Chesterfield College and the members of the groups were selected from language courses being run at Chesterfield College. Nine people participated, with eight female and one male.

- Asian Other: Again this focus group meeting was held at Chesterfield College and the members of the groups were selected from a group undertaking language courses. There were six participants two male and four female. The participants included those who identified themselves as Indian and Bangladeshi. Some of the female participants had recently moved to the UK to marry an Asian partner.
- European Migrants: This focus group meeting was held at Chesterfield College and the members of the groups were selected from a group undertaking language courses. There were six participants five female and one male.

6.3.3 In total 42 participated with the focus groups. Questions were structured around the following themes,

- Community Cohesion: Neighbourhood and Safety:
- Housing Conditions and expected housing moves
- Knowledge of Housing Services
- Life Course and Future Housing Needs
- Credit Crunch
- Housing Aspirations

6.4 Analysis of Focus Group Discussion

6.4.1 The following sections provide thematic summaries of the discussion amongst participants together with analysis.

6.5 Community Cohesion: Neighbourhood and Safety

6.5.1 Analysis of responses to a series of questions concerning Community Cohesion have been categorised into the following themes: Community Safety; Experience of Racism / Hate Crimes; 'No Go' Areas.

6.5.2 In summary, evidence amongst participants of both positive and negative sentiments towards their neighbourhoods was identified. Many participants found their neighbourhood 'quiet' with 'friendly' neighbours who were often 'elderly'. Respondents expressed living close to amenities (such as shops or a local post office) was seen as a positive aspect of where they live. Only participants of the Asian Pakistani Muslim focus group expressed living close to others like themselves was a positive feature of their neighbourhood.

6.5.3 There were some experiences amongst participants of incidences of 'racial' abuse and hate crimes together with negative experiences and perceptions of their neighbourhoods.

6.5.4 There were some significant differences in responses between particular ethnic groups in relation to 'no go' areas, with a notable difference of response between the Asian Pakistani Muslims and other focus groups.

6.6 Community Safety

6.6.1 The majority of all focus group participants felt safe in their neighbourhoods. Of the 42 focus group participants only 3 specifically stated that they did not feel safe in their community. Participants were aware of crime and anti social behaviour incidences occurring in their neighbourhood but most were not translated into a direct feeling of lack of safety. This is clearly illustrated in the following quote,

My area very safe as well, mainly retired people, always worried about burglars coming but my husband says we never have burglar alarms around here. (Female, Chinese)

6.6.2 For those focus group participants who specifically stated that they did not feel safe, their perceptions of safety were linked to a range of features: noisy neighbours, presence of young people and a broad feeling of gradual decline in behaviour.

Not happy because my neighbour makes too much noise, his music is not nice, so would like to move. It is flat that live in walls too thin, I didn't know before. There is a pub next door, too much noise, not very safe. (Female, Turkish, private rented accommodation)

Not really. My flat is like next to the front door and it's downstairs, and it's like next to a football ground and when all the children are playing and coming in and out...it's no big thing really (Holmewood. (Male, African Caribbean, Council Flat)

It's getting worse especially for the elderly they're afraid to open the doors after dark. My own neighbourhood, it's mixed. I think they ought to, you know, do more where the police is concerned, you don't see any police round and about. (Female, African Caribbean, Council House)

6.7 Experience of Racism

6.7.1 Experiences of racism did not emerge as a prominent feature in the focus groups. It was most likely to be mentioned in the Asian Pakistani Muslim group and was linked to a wider feeling that some areas were to be avoided.

The other day I went to Bolsover, right, a few miles away. I didn't know a street and asked someone and they said there's a paki shop down there. There's a paki shop down at bottom – the way they say it right you can clearly tell they are racist. I think Bolsover itself is a racist area. (Male, Pakistani)

6.7.2 For the Asian Pakistani Muslim group it was noted that the experience of racism can be affected by how long a family has resided in an area.

Well we did when first moved but that was about five years ago. When we first moved in the new house, the new area. There were a couple of occasions when people from across the road opened the window and shouted pakis go back home. We had that problem for about six months. But since then they've got used to us so we're alright now. (Male, Pakistani)

The view was also expressed that things had got worse since 9/11.

You get people calling you Bin Laden and things like that because of 911 and things like that. It's got worse since then. (Male, Pakistani)

6.8 No- Go Areas, crime and racism?

6.8.1 Most focus group participants did not think that there were no-go areas, although rough areas could be recognised. For example, only 4 people across the European, Chinese, African Caribbean and Asian Other groups specifically commented on no- go areas.

6.8.2 However, among the Asian Pakistani Muslim focus group there was a stronger sense that some areas were difficult and this related to both crimes in general and experience of racism.

I think the worst one is the Newbold area my niece lives there on Occupation Road. If she leave the house for a day or two there is writing on the wall 'paki' and stuff. She reported to the police, police came and they did investigate but they couldn't caught anybody because they are looking and asking people but it's not good to come forward voluntary as you have seen in Manchester when a lad got killed. (Male, Pakistani)

"Most of us are taxi drivers so by car it's not a problem. But if someone's walking especially going say Birdhome or Brampton to Boythorpe I doubt it you can at night time. You won't send your sister or your daughter round there." Newbold especially at the bottom racecourse." Areas to avoid. (Male, Pakistani)

6.9 Likes and Dislikes About Area of Residence

6.9.1 There was a strong sense across all focus groups that what was most valued about the areas in which participants lived was access to local amenities.

All the communities are near by, doctors, town, the railway station. (Male, Pakistani)

Proximity to amenities such as supermarkets, close to the bypass to go to Sheffield and Chesterfield Town Centre and there's lots of buses so it's easily accessible. (Male, African Caribbean)

I live in Staveley. Well there are shops and the bus stop is there of course and I have no problem with neighbours and things like that and the police be always passing by during the day...neighbourhood watch. (Female, African Caribbean)

I can go to very nice park with son and restaurants very close and we can go to the park, very nice area, and doctor's surgery very close. I think it's nice. Its ten minutes on the bus to town centre and thirty minutes walk. (Female, Czech Republic)

Fifteen minutes from my work and town, very good because don't drive, come from big town and moved to small one it's more homely. (Female, Bulgarian)

6.9.2 Having good neighbours was also mentioned across groups and for the Asian Pakistani Muslim focus group the importance of living amongst their own group. One member speaking for the group argued (all agreed) that what was good about the area was

Especially our people, they tend to be in the same area. We mean Pakistani Muslims (Pakistani, Male)

6.9.3 Dislikes about the area focussed on topics of concern that might be found amongst the wider population- irrespective of ethnic category. The most common dislikes were problems with noise and concerns over young people hanging around (mentioned by 5 and 6 respectively across the focus groups). This is reflected in the following quotes:

I live beside two public houses and sometimes especially on a Friday or Saturday night the music loud and I'm tired. (Male, Polish, Private Rented)

Me and my neighbour think our flats are ... you know the soundproofing? You can hear a penny drop. You may get neighbour trouble because it's not soundproof enough. We live in a flat which is a lot different to a house. Everybody wants a house but the soundproofing is disgusting it's just terrible. (Male, African Caribbean, Council Tenant)

I'm quite comfortable with me surroundings but where I live the shopping precinct ...is very bad. So many things happening out there but as Beverley says and I agree with her there, we would like to see more officers, the police, up and down that area. I'm from Ashgate. So erm you find children being from outside here now coming near to ...home. Coming on the main road on Ashgate Road to cause trouble. (Female, African Caribbean).

6.10 Present Housing Conditions and Evidence of Housing Need.

6.10.1 Across all five focus groups the majority of participants expressed satisfaction with the condition of their present house. Typical comments being;

Like everything about my house (Female, Chinese).

I am happy with my house (Male, Pakistani)

For me at the moment its perfect (Female, Czechoslovakian)

6.10.2 Four participants offered specific comments in relation to their perceptions of the physical condition and poor amenities of their present home. These related to the age of a council property which meant it needed continual upkeep which was expensive. Another comment referred to the need for double glazing in an owner occupied property, whilst a third was concerned with the need for sound proofing, and a fourth concerned with central heating. For example, one respondent said,

like my house getting old maybe fifty years, since build need to fix boiler and kitchen, and bathroom, a bit of a nightmare, like modern house not old house. (Female, Chinese)

Whilst another said,

We rent home now from a private agent, the house is o.k. but cold, my son got a chest infection. The central heating is very old. Want to buy a house but price too high. (Female, Indian)

6.10.3 However, for those participants with families and irrespective of ethnic group, the unsuitability of their dwelling caused by demands of a changing family structure was the single most significant factor to emerge as an issue.

6.10.4 Having a family created demands for more space, better amenities within the house (as with the need for central heating –quoted above) and sensitised parents to concerns about safety, access to public amenities and good schools. The importance of such factors is demonstrated in the quote below.

In the house we live there are 7 people, too small. Husband owns the house, maybe in future I live separate from his family (Female, Bangladeshi)

I be quite happy living there, but there is three children, stressful the two year old sick very noisy, when they cry I can't sleep. A house from the council is what I want. (single Female, expecting child, Chinese)

6.11 Changing Household Structures

6.11.1 While ethnicity per se did not appear to be related to concerns about housing conditions and suitability, there are three inter-related cultural and structural factors that play an important role in housing outcomes for participants of the focus groups.

- First, the ethnic minority community as a whole tends to live in the most deprived wards where houses are more likely to be in worse condition than average.
- Second, some of the newer ethnic minority community members will be in entry level private rented accommodation and therefore may not be suitable to their needs.
- Third, the importance of ethnicity was stressed in the Pakistani Muslim focus group because of the tendency of this community –and other non British White groups - to have larger extended family sizes.

6.11.2 A large majority of participants across all the focus groups expressed no strong desire to move. However, the issue of changing family structures and life course was an important factor amongst a small group of respondents. Those

sharing accommodation, those getting older and those with changing family circumstances were most likely to consider moving because their changing circumstances render their current accommodation unsuitable.

6.11.3 Newer arrivals were most likely to be sharing and this could generate demand for changing accommodation.

Share a house with other people, don't like smoking but they now do it in toilet and open window. Never clean the house I do everything, house toilet everywhere, the other women very lazy and men say she don't like cleaning. (Female, Japanese)

6.11.4 The link between ageing and family structure is reflected in the following quotes.

I'm getting old. When you get old, it's very difficult especially .. very very lonely....move to another country (when he gets older).” (Male, African Caribbean)

I would like to move to a smaller house you know but I cannot afford to move really. (Female, African Caribbean).

Because it's a big house and I alone live in it you see (Female African Caribbean).

6.11.5 The importance of families with children has been highlighted above in the discussion points relating to suitability of housing. Changing family structures generates demand for different types of housing. This is further complicated by the fact that some of the focus group participants were relatively recent arrivals to the UK (past 3 years) living with relatives or shared accommodation in the private rented sector. It is illustrated in the following quote, first from an expectant mum, second from a newly arrived mum living with young son, husband and friend.

I had a baby, now waiting for a council house waiting for a letter two weeks; the child's not born yet. Hope the council will give a better place to live when the child is born. (Female, Chinese)

We have to move because the house is bad, (shared accommodation in private rented flat) waiting for accommodation from the Council (Female, Polish)

For those with families the importance of schooling emerged as a determinant of housing aspiration.

The majority of the public regardless of where your background is, if you got young children, you tend to think on that. We wanna move in that area so our children get a better education. (Male, Pakistani)

Need to live in a school catchment areas if have children (Female, Poland)

Good results of school is important (Female, Ukranian)

6.12 Life Course and Housing: BME Elders and Caring Responsibilities

6.12.1 Questions and discussion concerning familial responsibilities for caring of elders elicited a specific cultural response particularly amongst the Pakistani, Indians (and other), and African Caribbean focus groups. For instance

In our culture children look after the elderly, especially the brother. (Female, Bangladeshi)

Yes the brother, family look after the elders. (Female, Indian)

6.12.2 Services provided for the care of the elderly through sheltered housing schemes was not a preferred option, and it was seen as a being a service for the White British community, based in a value system alien to certain participants, and was expressed most clearly amongst Pakistani Muslim men.

6.12.3 Discussion in the Pakistani Muslim and African Caribbean focus groups suggests generational tensions over expectations of caring for future generations of elders.

6.12.4 For the Pakistani Muslim focus group the issues of age, family structure and housing need was thought to raise specific issues because of the cultural expectation that elderly relatives were cared for in the family home. Three participants spoke about these issues around which the whole group agreed.

I think to myself if anybody put the parent in a home the next time they go home to visit them, they won't talk to you. That's because you throw us in a home after we brought you up to here. (Pakistani, Male)

Once one person goes into a care house that's when your family system breaks. Then the next generation...it's finished. (Pakistani, Male)

6.12.5 This meant that options such as a nursing home were not considered. As one respondent argued,

I don't mean to be racist but you don't see Asians or Black people in nursing home. It's just a culture thing. (Male, Pakistani)

6.12.6 Amongst members of the African Caribbean focus group there was support for sheltered housing, support was qualified with a desire for it to be culturally specific

If there was sheltered housing specific to Afro Caribbean culture (Female, African Caribbean)

This would be attractive if they had one for us. In Birmingham they have this for Asians. This is the reason why I don't want to go into the current one because they have communication problems, don't understand or have the knowledge (Male, African Caribbean)

6.12.7 However, there was also concern expressed in the Pakistani focus group that there may be cultural changes taking place which make it more likely that some elderly Pakistani people may not be able to call on the support of their families.

At one time the household elder would bring everyone together you see, whatever the house it was acceptable. It was acceptable don't care if 10 people lived there. Don't care what standard it was. But now right everyone wants to be separate. (Male, Pakistani)

In the mind right, especially you know the English people here they say oh yeah when is he going to be 16 and get out and the next generation will copy. I've got this in my head right, I hope it's not but, the way it's going on they will copy. They might say that yes let's leave alone the dad and mum and move out of there and get our own house. (Male, Pakistani)

6.12.8 More generally the Asian Pakistani Muslim focus group thought that Asian families tended to be bigger than those of other ethnic groups and this generated demands for bigger housing. Five members of the focus group had extended their own homes to accommodate for their growing families, four of whom converted the lofts of their terrace homes into additional living spaces whilst a fifth increased living accommodation by extending their semi-detached with an extension to the side and further by converting the loft.

Here the family consists of children and so forth, our culture your mothers with you your fathers with – this is what our culture is all about you see. Living in a two bedroom or a 3 bedroom is very difficult. (Male, Pakistani)

6.12.9 The sentiment in the following quote is that the Council is not meeting the need for larger accommodation.

The main problem is the council right, the council should make family houses like they don't, we got big families you see and they don't realise. Mainly they make 2 bedrooms. Family house I'm talking about is 4 bedrooms, 3 or 4 bedroom houses. (Male, Pakistani)

6.12.10 The salient point summarising this section is to note how important dynamics including in-migration, specific cultural values, together with structural conditions faced by BME households, create particular forms of housing stress and housing needs amongst differing BME groups.

6.13 Knowledge of Housing Services

6.13.1 For all groups knowledge of housing services was limited, and it was dependant upon personal experience and or knowledge gained from friends or members of their own family. Some were aware of specific housing services given they had applied to be on the waiting list.

6.13.2 The African Caribbean focus group expressed no particular opinions about housing services. There was limited knowledge of services among the Chinese focus group especially, all of whom had been living in the UK for less than 7 years and most for less than 3. They had no real knowledge of housing services. Although one member did express the view that the council did not help.

I ring them, lived in a council house previously with husband, fence came down I bought one and put it up. Ring them but don't help, was money. (Female, Chinese)

The Asian Other ethnic group whose members included recently arrived immigrants also expressed limited knowledge of housing services. This is illustrated in the quotes below

Not much, don't know that council housing is available, don't know been in England only 1 ½ year. (Female, Pakistani).

I know it takes time and council tax you pay, before I lived in Bolton and my neighbour told me. (Female, Indian, lived in UK 2 years)

Yes in Leicester, I found out from my brothers. (Male, Turkish, lived in UK 1 year)

6.13.3 The Pakistani Muslim focus group consisted of people who, on the whole, had resided in the area for a long time. They had a fuller knowledge of housing services but expressed particular frustration of their experience of applying for a council property. Indeed, for the Pakistani focus groups, and members of other focus groups who had applied for or are a tenant in social housing, this experience seemed to determine impressions of housing services.

Being unable to access a council house led to a perception that the Council did not meet need. This was especially true for the Asian focus group for those participants who had lived in the UK the longest (6-8 years).

Well one of the reasons, what puts me off is when you go there 9 out of 10 times you've got a waiting list of 2/3 years. (Male, Pakistani)

They're going to give you an area they want. (Male, Pakistani)

if you're on a waiting list they only give...they're not going to give you where you like. They're not going to offer you where you like. They're gonna offer you another area, might be a rough area. (Male, Pakistani)

Waiting list they're not measuring in metres, they're measuring in miles (Male, Pakistani).

Special needs and disabled....I don't think they provide a good service to them. I applied for a council house for a bigger house for a bungalow because child can't walk and has problem going up the stairs. They just offered me an ordinary 3 bedroom house. (Male, Pakistani)

No better very very bad, my situation bad but they don't consider me, have me waiting. I waited 1 year and have children, they offer me house is very bad (Hanlock) area I not accept that. Need good area. (Female, Bangladeshi)

I applied not happy. Wait long time 1 year. House is o.k. but it's the wait. Don't listen to problems. (Female, Indian)

Yes I am aware we wait very long time (Female, Turkish)

6.13.4 For the Asian Pakistani Muslim, Chinese, and Asian Other focus groups especially, the experience of having to wait for a long time for a Council house had affected their view of housing services in particular and of their Council in general.

6.13.5 Amongst the Eastern European focus group participants, council housing seemed to be poorly regarded

Sometimes the council gives houses and but can be a bad condition, so you have to put money in to help improve the condition because council houses are o.k., I didn't apply, but maybe I would apply because they are cheaper than private properties. (Male, Polish)

People who live in them don't bother with them because they don't own them they don't bother to look after them. The area not good. A friend of my husband's mother lived in council house and his sister they are English. (Female, Bulgarian)

I have friends who are English who live in council house and he likes it because rent less money but my wife's friends told her that they are not good sometimes, they are in bad area and bad condition, but that why reason she doesn't want to apply.(Male, Polish)

6.13.6 More generally there was a perception that the Council did not provide sufficient information about housing provision.

There's been a lot of changes but they haven't circulated the information so that people can know what they can ask for, what they can get.

When people are in council houses, they are only there for a short while, where do you go from there? As I said the information for people who are vulnerable should have, they don't get it.

6.14 General Perception of the Council

6.14.1 Perception of services appeared to be governed by responses to recent specific enquiries,

To me I don't think you can rely on the council because where I live we have a lot of trees outside And I get in touch with them several times and they didn't....and half of the summer I couldn't see. (Female, African Caribbean)

The council don't follow complaints up. We got a neighbour and they make a lot of mess and you have to phone about 10/12 times before you can get somebody to come around and clean the mess up and if somebody else phones the council and says I want this removing they charge £10 an item.(Male, Pakistani)

6.14.2 Perhaps an important, if obvious, message is being conveyed here. The Council is regarded as a single body whatever variety of services and functions it performs. Consequently a negative experience in one area is generalised to the whole Council. Perceptions of housing services may be affected by the responses of other services to householders.

On the other hand a positive experience of a Council service creates a benefit for the Council as a whole.

Should have maternity benefit from boss but they are not even paying me that. So I go to council, they said you should go to law centre because you have a right to get this money. The council has helped in a number of ways (Female, Chinese)

I like my house everything is fine, no it's a council house, before this we wait 3 years time, but when we had the baby we got council house. The council house is in Dronfield I like my house it's a good size. Before sharing with other 8 people private house.

7 Guidance on Meeting Housing Needs of BME Households

7.1 Introduction

7.1.1 This section is divided into sections based around categories commonly identified in various Good Practice Guides. This section considers general recommendations and locates such good practice within the context of specific organisational, social, spatial and demographic characteristics exhibited within the ND&BHMA.

7.2 Improving the Residential Offer for BME Households: Achieving an appropriate mix of homes

7.2.1 This section considers best practice in relation to determining levels of BME needs and aspirations but also about the tenure, type and size of accommodation needed and also its location.

7.2.2 Data from desktop research and responses from the focus discussions identifies the need for larger homes amongst the BME population. However, the experience of Chesterfield suggests involving culturally specific BME Housing Associations to meet housing needs of BME groups may not be 'workable' within the context of the ND&BHMA. It is argued that meeting housing needs of BME groups can be done within a general residential offer.

7.2.3 There are various options to pursue to increase the residential offer that is sensitive to the needs of differing BME communities. The following could be undertaken to improve the supply of three, four and five bedroom houses across both social and private sector housing tenures:

- Loft conversions;
- Knocking two dwellings into one;
- Acquiring suitable empty homes and bringing them back into use

Subject to accessing funding streams, such activity could be undertaken directly by the relevant Housing Authority, Arms Length Management Organisation, or Housing Association.

7.2.4 Increasing the offer of larger accommodation in the private sector could also be done through the provision of advice (e.g. building regulations and planning advice) and support –including grants for conversion and rehabilitation to tenants, landlords and owner occupiers.

7.2.5 A further example of good practice undertaken by a housing provider within the ND&BHMA was using an incentive scheme to free up larger three and four bed houses amongst the council stock. Other social housing landlords should consider such incentive schemes to encourage under-occupying households to release larger dwellings.

7.2.6 When considering neighbourhoods for investment and regeneration, note should be made of the research findings that areas within close proximity to a range of amenities – often close to a major town - are seen as attractive to particular BME groups. Also investing in areas adjacent to existing residential areas containing relatively high proportions of BME groups should also be considered, particularly in relation to increasing the residential offer for Asian and Chinese households. The efficacy of such a recommendation in particular neighbourhoods will depend upon planning guidelines and building regulations.

Recommendation

- Use examples of good practice and consider developing schemes across the ND&BHMA to increase the general residential offer of larger accommodation that will also directly benefit BME communities.

7.3 Providing Fair and Accessible Services to BME Communities

7.3.1 Mechanisms should be established to ensure Local Authorities and Housing providers are designing appropriate services for BME communities. It is important to design services to take account of the diverse needs that exist amongst BME Communities across the ND&BHMA. This section considers tenant participation and collation of data.

7.3.2 The results of consultation with BME communities should feed into the review of services.

7.3.3 Research also has a role to play. Appropriate provision for black and minority communities should be underpinned by three kinds of research:

- Investigating unmet needs among black and minority ethnic communities and, wherever possible, projecting future need;
- Monitoring the level of take-up of existing services by the various communities;
- Monitoring user satisfaction about current provision.

7.3.4 It should be noted that all four Local Authorities are developing and improving their Equality Standards. Good practice highlights the need for Housing providers to set specific equality objectives and targets, and create information systems and monitor against targets, and achieving and reviewing outcomes

Recommendation

- Introduce sub-regional protocols of data collation and monitoring systems.
- Develop inter-agency work at Strategic and Operational Level to agree equality objectives and targets.
- Develop systems to review performance.

7.4 Lettings: eligibility and priority setting

7.4.1 A consideration of differences between needs and preferences has been considered. 'Housing Need' is placed within ideas of professionally / bureaucratically defined needs and minimum standards of accommodation, irrespective of individual wants and preferences. Whilst preferences and wants are linked to economic concepts expressed through the market mechanism based upon ability to pay.

7.4.2 Choice-based letting, it can be argued, reflects both household need and individual preferences and is of particular benefit when monitoring locational 'choices' of BME groups.

7.4.3 A review of 27 pilot choice-based lettings schemes most of which involved the advertising of vacant homes, found that, in some areas, applications from BME households increased under the choice-based arrangement (Office of the Deputy Prime Minister, 2004). This possibly results from the enhanced transparency – people can see what is available and where. However, care needs to be taken to ensure that communication about the scheme is adequate – people for whom English is not a first language or newcomers to an area not familiar with the local arrangements may be at a disadvantage.

7.4.4 The evaluation of the pilots found that landlords' performance on support to vulnerable applicants was patchy and recommended that measures to assist these applicants to make bids need to be a theme in the development of a choice-based project right from the outset.

7.5 *Housing management and maintenance services*

7.5.1 Vital to the delivery of an effective housing management and maintenance services is the need to create effective communication strategies that recognise differences in languages and differences in levels of awareness. It is essential to make sure those tenants and other service users are aware of their rights and obligations.

7.5.2 Cultural differences should be recognised. Women in some cultures may be especially unwilling to have face-to-face dealings with housing workers or repair operatives. Employees and contractors need to be made aware of this.

7.5.3 There is evidence to suggest direct face to face contact is preferred by particular BME groups. Also established minority ethnic communities may still require information in other languages as there is in-migration into the

community involving both men and women for whom the English language is not often spoken.

8 Recommendations

- 8.1.1 Involving culturally specific BME Housing Associations to meet housing needs of BME groups may not be 'workable' within the context of the ND&BHMA. It is argued that meeting housing needs of BME groups can be done within a general residential offer.
- 8.1.2 A number of measures could be undertaken to improve the supply of three, four and five bedroom houses across both social and private sector housing tenures. Many of these measures do not require new build, rather the use of measures to make better use of existing houses and increasing the residential offer to BME households may be equally effective.
- 8.1.3 The location of housing investment is important: Investing in areas adjacent to existing residential areas containing high proportions of BME and areas close to amenities – often close to a major town – would be beneficial to particular disadvantaged BME groups.
- 8.1.4 Introduce sub-regional protocols of data collation and monitoring systems. Develop inter-agency work at Strategic and Operational Level to agree equality Objectives and targets. Develop systems to review performance.
- 8.1.5 Choice-based letting, reflects both needs and preferences and is of particular benefit when monitoring locational 'choices' of BME groups. Care must be taken when implementing CBL schemes.
- 8.1.6 Developing effective communication strategies is vital to the successful delivery of culturally sensitive housing management and maintenance services.

