

**SHEFFIELD  
FAIRNESS  
COMMISSION**

**Making Sheffield Fairer**

# **FAIR NESS**

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# Executive Summary

Sheffield is a city that has made enormous strides in the last decade in reforming its economy, in improving health outcomes, and in raising educational attainment. However, it is known that Sheffield is not a city in which everybody has the same chances in life. In fact there are deep and persistent inequalities between different communities and groups of people, and almost a quarter of children in the city are born into relative poverty. In short, Sheffield is not a fair city, where all of its citizens can make the most of the opportunities that it has to offer.

For these reasons the Fairness Commission was established by the City Council with a remit to:

**make a non-partisan, strategic assessment of the nature, causes, extent and impact of inequalities in the city and to make recommendations for tackling them**

The Commission was independently chaired by Professor Alan Walker from the University of Sheffield and had 23 members drawn from a wide range of stakeholders from the public, private, voluntary and faith sectors. The Commissioners were not meant to represent an organisation or a group of people but to bring their experience and knowledge to the table.

The Commission used a Parliamentary Select Committee model and its work began with a call for evidence from any individual or organisation with an interest in Sheffield. Between March and July there were six public sessions where the Commission invited witnesses to give evidence. A range of 'satellite meetings' were also held to gather the views and evidence of particular groups or communities who might not have been able to give evidence in other ways. Following the evidence gathering the Commission began to think about the issues that lay at the heart of unfairness and inequality in the city. These emerging conclusions were presented at a public event held on the 8 September.

The Commission sets out a bold vision of a city that is eventually free from damaging disparities in living conditions and life chances, and free from stigmatising discrimination and prejudice, a place in which every citizen and community knows and feels that they will be treated fairly. We aspire to be the fairest city in the country.

The Sheffield Fairness Framework sets out the following ten principles which are intended as guidelines for policy makers and citizens:

1. Those in greatest need should take priority.
2. Those with the most resources should make the biggest contributions.
3. The commitment to fairness must be a long-term one.
4. The commitment to fairness must be city-wide.
5. Prevention is better than cure.
6. Be seen to act in a fair way as well as acting fairly.
7. Civic responsibility among all residents to contribute to the maximum of their abilities and ensuring all citizens have a voice.

8. Open continuous campaign for fairness in the city.
9. Fairness must be a matter of balance between different groups, communities and generations in the city.
10. The city's commitment to fairness must be both demonstrated and monitored in an annual report.

The Commission's recommendations are both deliberately aspirational - setting out a clear vision for the city represented in a series of key themes - and diverse in nature. Some focus on short term interventions, others take a longer term view, and some concern issues that are beyond the direct control of the city and will require action by others. Some of the recommendations focus on things that individuals and communities in the city can do themselves, others will be best tackled by organisations working together across the public, private and voluntary sectors. The recommendations cover the following aspirations:

#### Health and Wellbeing for All

- Improvements in health and narrowing of inequalities
- Tackle the root causes of poor health and wellbeing
- Focussing investment and intervention in the most deprived communities
- A positive approach to mental health and wellbeing
- Supporting carers in their own life and in their caring responsibilities

#### Fair Access to High Quality Jobs and Pay

- More Sheffield people being in quality work
- Reducing youth unemployment
- Working practices which provide good jobs, equitable pay ratios, work-life balance and flexible working
- A living wage

#### Fair Access to Benefits and Credit

- People are aware of the planned changes to social security benefits and benefits are at a level to enable people to meet the cost of living
- Support and advice for people facing crises
- Reducing the reliance on expensive credit
- Affordable and healthy food
- People can afford to keep their home warm
- People claiming social security benefits are not stigmatised

#### Aspiration and Opportunities for All

- A good early years experience for all children
- Reducing the wider barriers such as poverty, poor housing, or discrimination that can prevent people fulfilling their educational potential
- All Sheffield people are able to achieve their aspirations in life
- Parents having the skills and knowledge they need to support their children to achieve their aspirations
- Aspirations and opportunities for everyone across their life

## Housing and a Better Environment

- Affordable and decent quality homes
- Improving air quality

## A Safe City

- Better prevention and rehabilitation to reduce crime and the fear of crime
- A 20mph speed limit to make all the city's residential streets safer

## Transport for All

- One integrated, affordable and high quality public transport system
- A 'day saver ticket' for children and young people
- Reducing isolation for people who are unable to use regular public transport, particularly older and disabled people

## What Citizens and Communities Can Do

- People being aware of the inequalities in the city and support and take action to tackle them
- People and communities having a greater role in designing and delivering services
- All communities having the support they need to enable them to be empowered to help themselves and the rest of the city.

Progress against these recommendations will be assessed and made public every year.

The publication of the Commission's report is not the end of the work, but the beginning. It is now up to organisations, communities and individuals to play their part in making Sheffield a fairer city.

# 1 Introduction

The Fairness Commission has set a high ambition: for Sheffield to become the fairest city in Britain. To achieve this many things have to change, not least the culture of the city, those who work within it, those who make strategic decisions for it, and most importantly everyone who lives within it.

In addressing the challenges this city faces to become the fairest in Britain, we identified ten fundamental principles (page 34), which if followed, will guide Sheffield towards this goal. Alongside this future-proofed toolkit are specific recommendations for action in eight major areas. They are:

- Health and Wellbeing for All
- Fair Access to High Quality Jobs and Pay
- Fair Access to Benefits and to Credit
- Aspiration and Opportunities for all
- Housing and a Better Environment
- A Safe City
- Transport for All
- What Citizens and Communities Can Do

Within this report, we also address what citizens and communities can do to play their part in making this a fairer city.

The Commission realises that this plan is far-reaching and not all of it can be adopted at once given the severe economic and financial challenges the city faces which are not of its own making. Therefore this plan is a long-term one, with opportunities for immediate, intermediate and more extended actions. It also outlines areas where we urge the city to lobby Government to bring about change.

Fairness is a complex concept and we have not wasted time on philosophical discussions about it. Instead we have based our inquiry upon a simple practical definition that focuses attention on the most important priority for the city: reducing the big differences in income and life chances between different parts of Sheffield.

The remit and scope of the Fairness Commission was broad. But the timeframe it was given to make its inquiries and produce its findings was tight – much tighter than other Fairness Commissions in the country. Council leader Cllr Julie Dore set up the Commission in February 2012, with a brief to report back in time for the autumn budget round. Thus the tight timescale was to enable the city to make a start on the actions needed to make Sheffield fairer. Despite the time constraints we have sought out the views of communities, lobby groups and local people, giving them all the chance to make their views known.

To meet the deadline we prioritised the issues we could investigate to those listed above and used a series of public inquiries around these themes to gather evidence and to question experts. We are confident we have covered the main issues in which action is required to make Sheffield a fairer city.

The Commission's membership was chosen to reflect the widest range of key stakeholders in the city. Not all groups could be included but everyone had the opportunity to submit evidence.

We are certain that if Sheffield is to have any hope of becoming a fairer city, let alone the fairest one, this goal must be shared by every major interest and a majority of people that live in the city. This is why we call for a continuous campaign for fairness. Everyone in the city should make their own contribution to this campaign by ensuring that, where possible, they act in a fair way in dealing with others, and by taking part in discussions about how we can all play more fairly with each other and deal with the structural inequalities that have caused our current situation.

We thank all the groups, organisations and individuals who have given their time in contributing to the Commission's work. We would particularly like to pay tribute to the very able city council support staff, especially Matthew Borland, who acted as secretary to the Commission, James Henderson and Jason Dietsch. Sheffield is very lucky to have people of this calibre working for it. The Commission was also assisted by a small group of special advisers – Professor Gordon Dabinett, Karen Escott, Professor Geoff Green, and Professor Peter Wells – and we are very grateful for their help.

This report is the culmination of the Commission's work. We now hand it over to the people of Sheffield to take it forward in a continuous campaign to make us the fairest city in Britain.

## 2 The Commission's Story

Sheffield is a city that is proud of its past and ambitious for its future. Enormous strides have been made in the last decade in reforming our economy, in improving health outcomes, and in raising educational attainment. However, Sheffield is not a city where everybody has the same chances in life, there are deep and persistent inequalities between different communities and groups of people, and almost a quarter of children in the city are born into relative poverty.

In short, Sheffield is not a fair city, where all of its citizens can make the most of the opportunities that it has to offer.

### Remit

It was for these reasons that the Sheffield Fairness Commission was established by the City Council. Its remit was to:

make a non-partisan, strategic assessment of the nature, causes, extent and impact of inequalities in the city and to make recommendations for tackling them

Appendix A contains the full Terms of Reference. Although the Commission was established by the City Council, it has not limited its discussions or recommendations to issues that are within the direct control of the Council. Instead it has asked searching questions about the underlying issues of fairness and inequalities, and made a number of challenging recommendations that will need the active support of both the wide range of organisations and sectors working in the city, and of Sheffield's people themselves if they are to make a real impact.

### Membership

The Commission was composed of 23 members who have proven knowledge and expertise in different topics that have an impact on the work of the Commission. The Commissioners were not expected to represent particular interests or to support particular organisational or sectoral interests. Instead they were asked to contribute their knowledge and expertise in a way that would help the Commission come to a clear view about the things that will have greatest impact on reducing inequalities and improving fairness in the city. A list of members of the Commission is given at Appendix B. The Commission membership included the leaders of all three political parties on Sheffield City Council, ensuring that the Commission fulfilled its non-partisan remit.





The Commissioners before the first meeting of the Fairness Commission

Back row: Jeremy Clifford, Prof Del Fletcher, Dr Tony Maltby, Emma Hinchliffe (supporting Jessica Greenhough) Jessica Greenhough

Fourth row: Tony Stacey, Cllr Shaffaq Mohammed, Dr Jeremy Wight, Tony Pedder, Steve Slack

Third row: Bishop Steven Croft, Cllr Mick Rooney<sup>1</sup>, Morgan Killick, Bill Adams<sup>2</sup>

Second row: Cllr Julie Dore, Prof Alan Walker, David Child

Front row: Cllr Jillian Creasy, Jacquie Stubbs, Kate Housden, Abtisam Mohammed, Lee Adams

### **Themes of the Inquiry**

When the Commission was set up its remit was to mount a short focussed inquiry. In view of the potential wide scope of the inquiry and in light of its timescale the Commission decided to focus on the following themes:

- Health and Wellbeing for All
- Fair Access to High Quality Jobs and Pay
- Fair Access to Benefits and Credit
- Aspiration and Opportunities for All

- Housing and a Better Environment
- A Safe City
- Transport for All
- What Citizens and Communities Can Do

These themes were chosen at the Commission's first meeting following discussion and informed by background documents provided to Commissioners, with the two main documents being the reports *State of Sheffield 2012* and *Deprivation in Sheffield*. The Commission decided to take an issue based approach which would consider how the different issues impact differentially on different communities and groups of people. It also agreed that the major expressions of inequality, such as age, gender and race, must be accounted for as vertical issues that cut across all themes.

## Call for Evidence

To assist the Commission in its deliberations, it requested any organisation or individual with an interest in improving fairness in the city to submit evidence to it. There were a number of ways in which evidence could be submitted, but in all cases, evidence givers were asked to focus on specific recommendations for action, backed up with clear and robust evidence. Evidence was given in three main ways:

### 1. Written evidence to the commission

Any individual or organisation with an interest in the work of the commission was invited to provide written evidence of no more than 2500 words, covering the following points:

- What specific evidence do you hold about inequalities and fairness that may be of use to the Commission?
- Based on your evidence what is your or your organisation's analysis of the cause/s of inequalities within Sheffield?
- Are there any examples of good practice in relation to reducing inequalities and increasing fairness (from within the city, elsewhere in the UK, or overseas) that the Commission should be aware of?
- What do you or your organisation believe would be the best way to tackle inequalities and increase fairness in the city?
- What should be the top 3 priorities for the city?

The commission received over 50 pieces of written evidence. These are listed in Appendix C and are all available on the Commission's website at

[www.sheffield.gov.uk/fairnesscommission](http://www.sheffield.gov.uk/fairnesscommission)

### 2. Oral evidence to Commission meetings

The Commission held a number of public sessions between March and July 2012, each focused on a topic or topics that the Commissioners believed would be important in helping them to formulate their recommendations. At each meeting, the Commission invited a number of witnesses to give oral evidence – generally consisting of a presentation followed by questions - to the Commission, with a particular focus on inviting experts in their field, or local people with a particular perspective on a topic. All meeting papers, including documents submitted by witnesses as background, relating to the oral evidence sessions are available on the Commission's website.

### 3. Satellite meetings

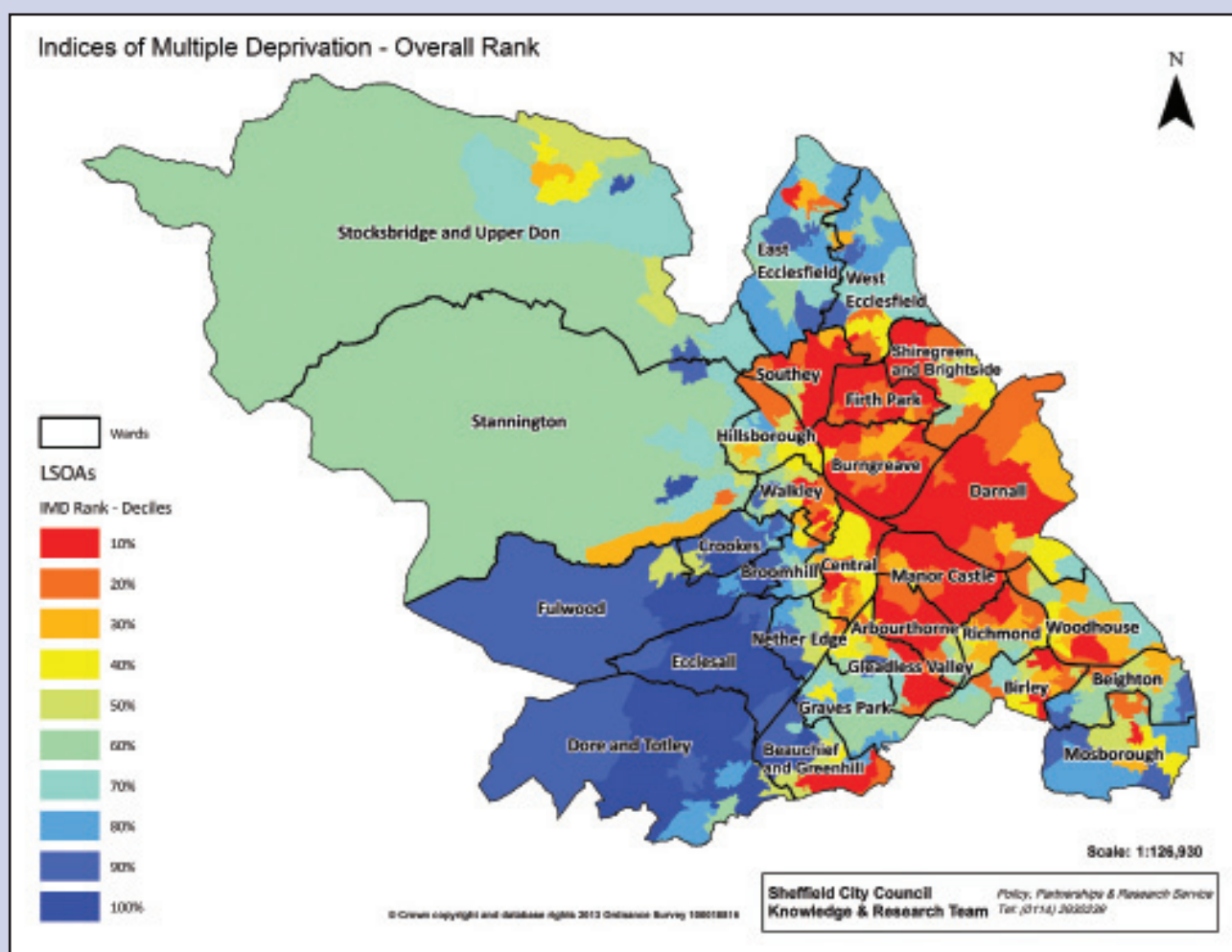
A range of 'satellite meetings' were held to gather the views and evidence of particular groups or communities who might not have been able to give evidence in other ways. These satellite meetings were usually attended by one or two commissioners who encouraged people to discuss the issues that were being debated by the Commission and to give their ideas on what the city should be doing to make things fairer. A list of the satellite meetings held is provided in Appendix D and a summary of discussion points from each satellite meeting is included on the Commission's website.

Once the Commission had gathered its evidence, it began a process to sift and understand the most pertinent points and to discuss the issues that lay at the heart of unfairness and inequality in the city. The Commission also looked at the reports that came out of other Fairness Commissions around the country. These emerging conclusions were presented at a public event held on 8 September 2012 in Sheffield Town Hall, which was attended by around 90 people. The Commission then began to develop its recommendations based around those things that would have the most significant impact, in line with the Sheffield Fairness Framework set out on page 34.

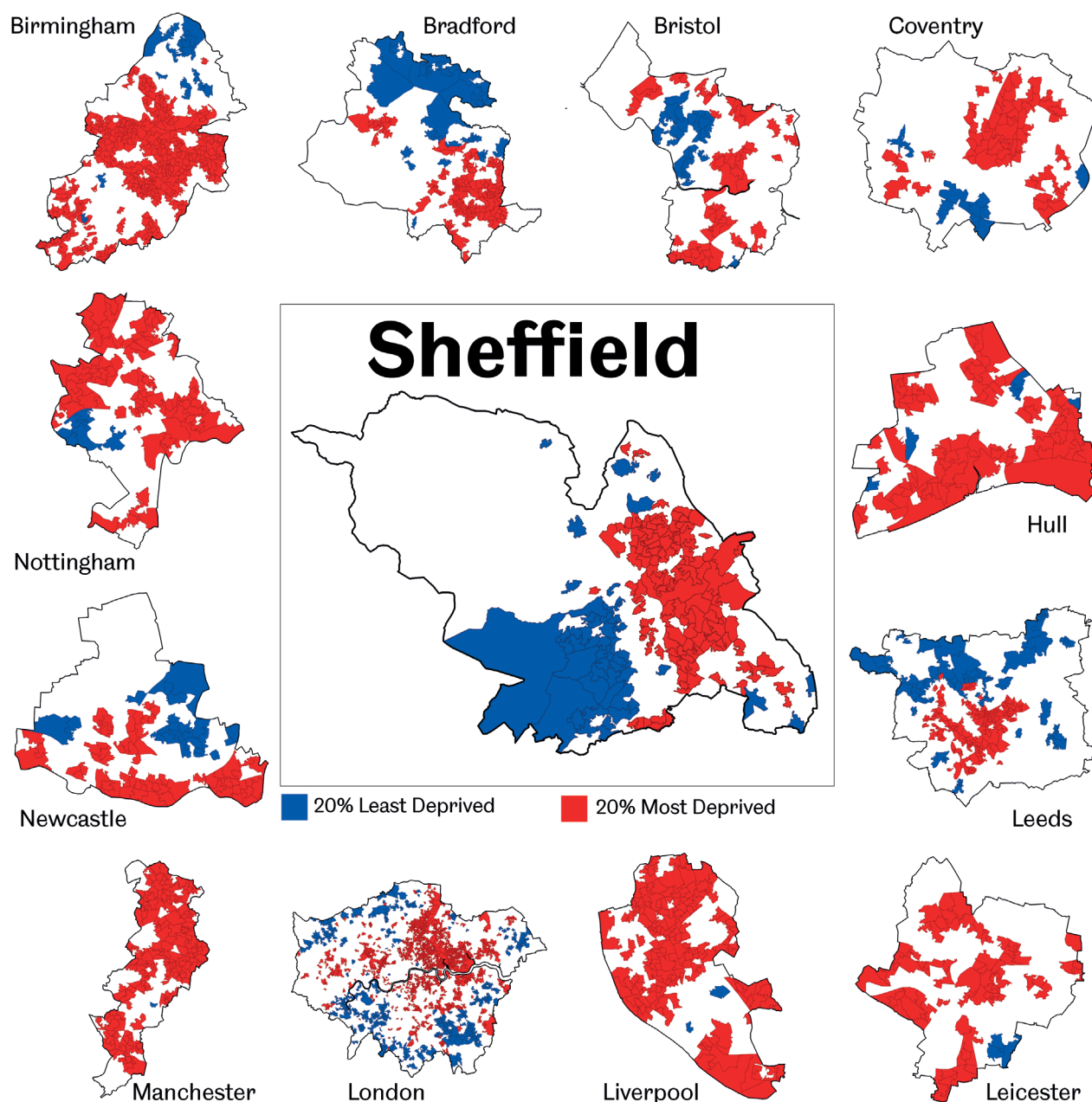
### 3 Summary of the Evidence

The results of the Commission’s call for evidence were stark. There are significant inequalities in Sheffield both between different places and different groups of people. The evidence submitted to the Commission gives a detailed picture of how these inequalities affect people and communities and contribute to unfairness in the city. A comprehensive summary of the contributions is not attempted here (all evidence is available on the Commission’s website); rather a brief overview of the most important points is provided.

The geographical inequalities are well known, with areas in the south and west of the city in the least deprived 20% of the country, whilst over 30% of Sheffield’s population lives in areas that fall within 20% most deprived in the country, largely located in the north and east of the city. This means that although, on average, Sheffield is one of the less deprived major cities in England (because it has significant areas of affluence as well as deprivation), it is also one of the most unequal. And the evidence heard by the Commission is clear that geographical inequalities of this type hold the city as a whole back, but also lower living standards for everybody in the city, not just the poorest.



The spatial nature of inequality in the city is also specific to Sheffield and noticeably different from other large cities in England. The map of 12 English cities below displays the location of the most and least deprived 20% to show the extent to which each city is characterised by spatial inequality and division.



In Birmingham, Hull, Leicester, Liverpool, Manchester and Nottingham the imbalance between less and more deprived areas is clear with more parts of these cities in the 20% most deprived areas nationally. In other cities, including Sheffield the situation is more mixed. However, in Sheffield whilst the balance between less deprived and more deprived is more equal the geographical divide is stark running north west to south east through the city. Given Sheffield's industrial heritage, historical development and topography, the spatial and demographic characteristics described are perhaps not surprising. Whilst Sheffield's deprivation and inequality profile might look similar in many ways to Leeds, Newcastle or Nottingham, the spatial manifestation of deprivation differs significantly.<sup>3</sup>

The features specific to Sheffield have particular implications for fairness and equality in the city. Firstly, the very clearly defined geographical divide means that people on both sides of the divide can, and some do lead separate lives in ‘their’ part of the city, living, working, and socialising in their part of the city. It is worth noting that one of the submissions the Commission received was titled ‘A Tale of Two Cities’. Secondly, unlike many other large cities a significant amount of Sheffield is in the 20% least deprived in the country. This means that the changes required to reduce inequalities in Sheffield will need to win the hearts and minds of everyone right across the city.

The term ‘community’ does not only mean a geographical community. It can also refer to a group of people who share a common bond based on their characteristics – referred to as a ‘community of interest’. In the UK there are nine ‘protected characteristics’: age, disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief; sex; and sexual orientation.

People within some of these groups can be disproportionately affected by disadvantage and inequality. For example, children are more likely to live in poverty if they are from a Black and minority ethnic (BME) family: 77% of Somali and 61% of Yemeni children in Sheffield are eligible for Free School Meals compared to 18.5% of all children in poverty in Sheffield.<sup>4</sup> A further example is women are more likely than men to be living in poverty and research<sup>5</sup> has alerted policy makers to the negative impact of recent policies on women and the link between child poverty and women’s poverty.

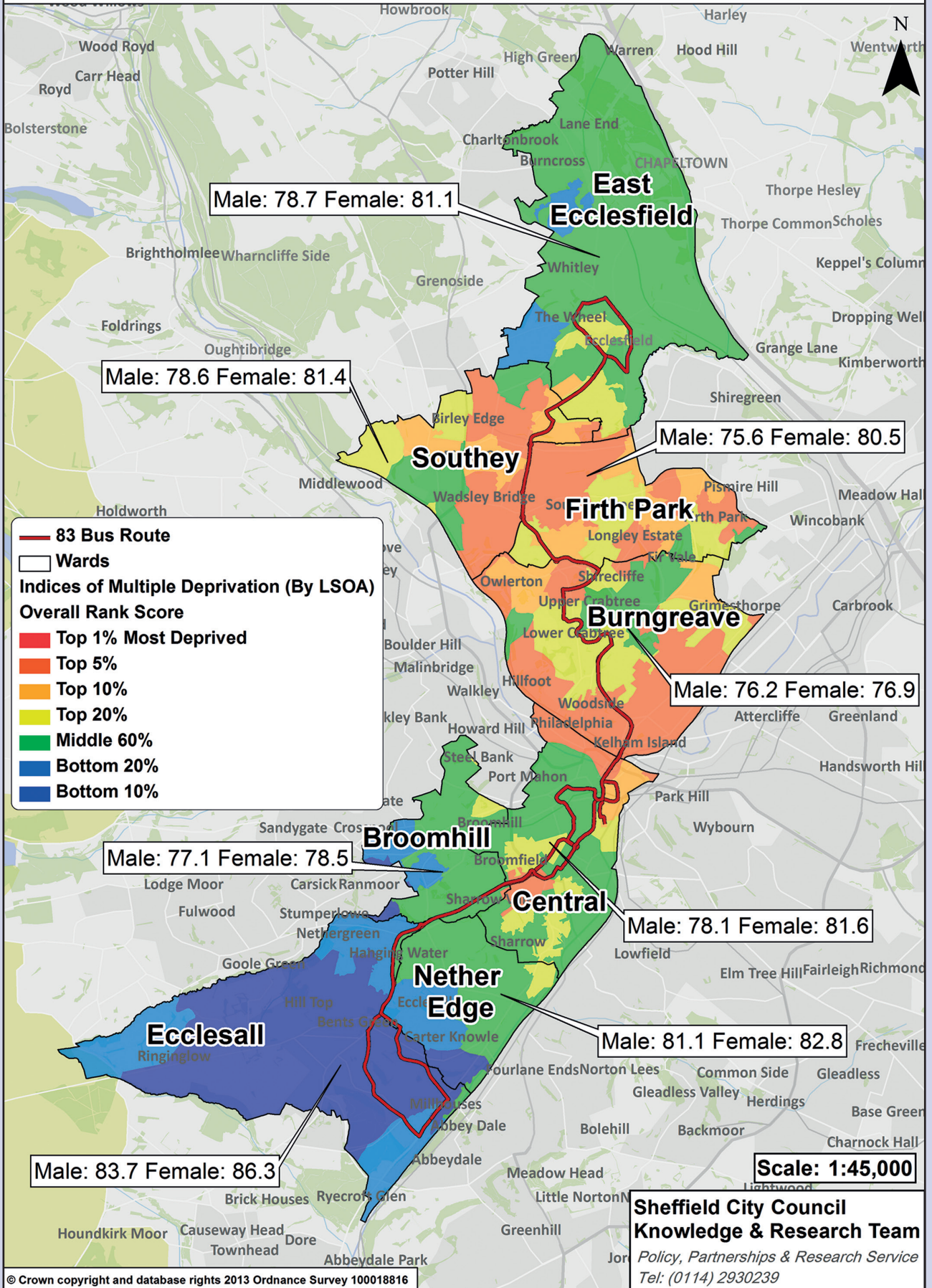
## Health Inequalities

This distinction between communities is demonstrated in differences in life expectancy. Whilst significant progress has been made the life expectancy gap between the most and least deprived communities in Sheffield was 8.7 years for men and 7.4 years for women for the 2009-11 period.<sup>6</sup>

The State of Sheffield notes that “after falling behind in the 1980s, the overall health of Sheffield’s population is once again near the national average and better than other major cities. Compared to the other Core Cities, Sheffield has the longest overall life expectancy.”

There are however, significant health inequalities in the city. The 65 minute journey on the number 83 bus shows these stark differences in life expectancy across the city. The journey starts at Millhouses, in Ecclesall ward where female life expectancy is 86.3 years. By the time the bus has travelled down Ecclesall Road and into the city centre, female life expectancy has dropped to 81.6 years, and by the time it makes its way into Burngreave ward just 40 minutes from the start of the journey female life expectancy is only 76.9 years. This means that a baby girl born and who lives her life in one part of the city can expect to live, on average, almost 10 years longer than a similar baby girl born and living her life about four miles away, by virtue of nothing more than the socio-economic circumstances and area she was born in to.<sup>7</sup>

# 83 Bus Route - Life Expectancy & Indices of Multiple Deprivation



Studies by Michael Marmot<sup>8</sup>, Wilkinson and Pickett<sup>9</sup> and the World Health Organisation<sup>10</sup> have demonstrated that **poor health is rooted in poor socioeconomic circumstances**: the poorer you are, the worse your health and wellbeing is likely to be and health problems are worse in more unequal societies. Therefore, those people who experience different forms of deprivation such as poverty, lower incomes, lower educational attainment, unemployment and poorer housing quality are much more likely to have poorer health and wellbeing. Further, many of these factors are self-reinforcing, as poorer health and wellbeing reduces a person's ability to learn, work, and earn<sup>11</sup>, with further negative impacts on that person's physical and mental wellbeing. Wilkinson also suggests that in more unequal societies the problems are worse for the whole of society, not just for those at the bottom.

Inequality and unfairness in health are partly a function of the wider socioeconomic factors but can also be due to **inequity in access to services and inequity in the quality of services** available. The inverse care law identifies a perverse relationship between need for healthcare and actual take up of health services.<sup>12</sup> The inverse care law means that those people who are most in need health services are often less likely to receive or access them. For example, more deprived areas might have fewer GPs who have to cope with a larger number of patients with greater health problems. This is often compounded by people living in more deprived areas being less likely to report their health concerns, delaying early diagnosis and treatment and potentially leading to more serious conditions. In Sheffield, people living in the more deprived communities are more likely to need emergency hospital admission for health problems such as cancer, coronary heart disease and chronic diseases than other areas of the city. People in deprived areas are also more likely to visit Accident and Emergency.

The Fairness Commission also received evidence which suggested that particular communities in Sheffield, for example BME communities and asylum seekers state that they cannot access the health and wellbeing services they need, potentially delaying or preventing the treatment of health problems. After adjusting for age, doctor-diagnosed diabetes was almost four times as prevalent in Bangladeshi men and almost three times as prevalent in Pakistani and Indian men as in men in the general population.<sup>13</sup> Survey work<sup>14</sup> suggests that nearly twice as many men as women had not visited their GP in the past year. Evidence suggests fewer men go to the dentist or ask the pharmacist for advice and information, or attend contraception clinics, although men are more likely to end up in hospital because they delay for so long.

Maternal and infant health are important, and maternal health is particularly important because of the impact on their children's health. Infant Mortality rates vary between geographic areas and between different ethnic groups. For example the 5 year rate was 3.8 deaths per 1000 births in the South East Community Assembly Area compared to a figure of 6.5 in the Central Community Assembly Area. There is also a marked difference in rates between different ethnic groups. The rate for white British infants was 5.5, whilst the figure for Asian and Asian British infants was 13.4 and for Black and Black British infants it was 10.9.<sup>15</sup> Early access to maternity care, before the end of the 12th week of pregnancy, is important as late access is known to be associated with poor obstetric and neonatal outcomes.<sup>16</sup> Sheffield data shows that there are demographic, geographical and social factors associated with late booking (including teenage maternity, certain BME groups and women living in deprived areas of the city).<sup>17</sup>



Improving **mental health** is a significant aspect of tackling health inequalities in the city. Currently there is an inequality in per person spend on physical health care compared to mental illness; it is far greater for the former. Of the total life years lost to disability and premature death 45% results from mental health and neuropsychiatric conditions, while only 10% of the NHS budget is spent on mental health. People with serious mental disorders such as schizophrenia and bipolar disorder die 20 years younger than other people, with 23% of the population having a diagnosable mental health condition but only one fifth get help for it. Moreover, people with mental health problems are more likely to be in problematic debt. The level of debt among people with no mental health problems is 8%, While the rates for those with depression and anxiety are 24%, and for those with psychosis 33%. The Commission received evidence that 75% of people who commit suicide in Sheffield had not been in contact with mental health services but 90% had seen a GP in the month before the suicide.

Looking at children, nationally, three children in every classroom have a mental health disorder - and that's just the ones that have been diagnosed – whilst one in five show signs of an eating disorder. One in 12 deliberately harm themselves (and 25,000 of them are hospitalised each year because of this), nearly 80,000 children and young people suffer from severe depression and more than half of all adults with mental health problems were diagnosed in childhood. Fewer than half of them were treated appropriately at the time.

Mental health is linked to unemployment. 87% of people out of work due to mental health conditions have been out of work for more than 2 years, most for 5 years. There is increasing evidence that work enables people with mental health conditions to achieve recovery and increased independence.<sup>18</sup>

African Caribbean men are five times more likely to be detained on locked wards and are six times more likely to be sectioned under the Mental Health Act 1983 despite having similar rates of mental ill health as other ethnic groups.<sup>19</sup> Research in Sheffield suggests that LGBT experiences of mental health services are often negative with issues including sexuality being focused on as the main source of a mental health problem and anxieties about confidentiality.<sup>20</sup>

Depression is more common in women than men. 1 in 4 women will require treatment for depression at some time, compared to 1 in 10 men.<sup>21</sup>

There is emerging evidence that lack of social relationships and social isolation are risk factors for health, including mental health. The importance of social connections such as social relationships (with friends, family, neighbours or colleagues) significantly increases our odds of survival. Social interactions are not just beneficial for our psychological health but also for our physical health. Lack of social interactions can be as bad for your health as smoking, obesity, lack of physical activity or misuse of alcohol.<sup>22</sup> Supportive networks and other indicators of social engagement promote and protect both individuals and communities from conditions that reduce their wellbeing. “Individuals who are socially isolated are between two and five times more likely than those who have strong social ties to die prematurely.” (Marmot 2010)

There are approximately 56,000 adult **carers** in Sheffield and it is estimated that there are at least 2,000 young carers under the age of 16 in the city.<sup>23</sup> We also know caring is more likely to be done by people in particular groups. Carers are also more likely to be women than men - 58% of carers are female and 42% are male according to national surveys.<sup>24</sup>

Approximately 10,000 carers (17%) are over 65.<sup>25</sup> Plus, the number of carers over the age of 65 is increasing more rapidly than the general carer population. Research indicates that whilst the total number of carers increased by 9% from 2001 to 2011, the number of carers over 65 increased by 15% in this period.<sup>26</sup> Nationally Bangladeshi and Pakistani men and women are three times more likely to provide care compared with their white British counterparts.<sup>27</sup> The Commission's recommendations on carers will therefore have a disproportional benefit for these groups. Research suggests the number of carers is likely to increase in the future. Carers UK estimate there will be a 40% rise in the number of carers needed by 2037. Their analysis also shows that 3 in 5 people will be a carer at some point in their life.<sup>28</sup>

There are strong links between poor health and caring. Almost 13,000 carers (23%) provide more than 50 hours of caring per week.<sup>29</sup> A Sheffield survey has shown that almost half of carers who were caring for at least 50 hours per week reported a long-term limiting illness.<sup>30</sup> Carers stated that caring had a negative impact on their physical health (83 per cent) and mental health (87 per cent). 39 per cent of carers have put off medical treatment because of caring.<sup>31</sup>

It is estimated that 1 in 7 of the workforce are caring for someone who is ill, frail or has a disability, juggling paid work and caring can present real problems. Furthermore, 1 in 6 carers give up work to care full time with many of these people 45-64 year-olds at the peak of their careers.<sup>32</sup> One submission to the Commission stated that "many carers have to give up employment in order to carry out the necessary level of care, forfeiting vital income and future pensions."<sup>33</sup> Research shows many carers want and prefer to combine paid work and care.<sup>34</sup>

The average age of a young carer is 12, and there are more females (57%) than males (42%).<sup>35</sup> Unsurprisingly young people who take on caring roles find it has an impact on their education. One study showed 40% definitely restricted in their educational progress as a result of caring, 53% possibly restricted and 7% unaffected. Three quarters of young carers may not be known to their school as a young carer.<sup>36</sup> The Commission received a submission stating that "young carers particularly report a lack of understanding of their needs, and a lack of support which would help them achieve the educational attainment levels and skills required to keep them in education/employment and reduce poverty and ill-health in later life."<sup>37</sup>

The Commission received evidence highlighting the South Yorkshire 'With Carer Pass' as an example of good practice.<sup>38</sup> Some disabled people qualify for a 'With Carer Pass' that allows a carer to travel with them for free. People on the Higher Rate Care Component of Disability Living Allowance or Higher Rate Attendance Allowance qualify for the pass.

## Unemployment and Employment

The Commission has received a large body of evidence which demonstrates that whilst the recession has had a profound impact on the number of people out of work in the city, there are a large number of people that have been **unemployed** for a considerable time.

Sheffield has around 50,000 people who are claiming out of work benefits, with over half claiming Employment and Support Allowance, Incapacity Benefit or Severe Disablement Allowance.<sup>39</sup> Despite the period of growth between 1992 and 2007, around 45,000

people remained long-term unemployed and did not re-enter the jobs market. Many have no or low skills and qualifications. Latest data indicates that the recession is exacerbating this issue with monthly Job Seeker's Allowance claimant data indicating that consistent number of around 5,500 people have been receiving JSA for 52 weeks or more.<sup>40</sup> Wider evidence shows that people who have been out of work for a year or more start to de-skill and are increasingly affected by issues such as a deterioration in mental wellbeing. Evidence submitted also indicates that more deprived communities are often trapped in 'poor work' and that job quality needs to be considered when attempting to address worklessness in the city.<sup>41</sup>

Underemployment is also an issue. National evidence shows that 1 in every 10 workers wanted to work more hours and around 1 in 4 part-time workers wanted to work more hours. The most likely reason why people are seeking to work more hours is to increase their income. The top three areas in the country for underemployment were the East Midlands, Yorkshire and The Humber and the North East. Nationally between 2008 and 2012 the number of workers who wanted to work more hours increased by 1 million.<sup>42</sup>

Sheffield's draft Economic Growth Strategy quantifies the city's productivity gap at £1.63bn (current GVA of £9.578bn compared to a potential GVA of £11.21bn). This is largely driven by the underperformance of key productivity and business sectors and the lack of jobs and high levels of worklessness in Sheffield.<sup>43</sup> In short, Sheffield needs more businesses, more competitive businesses, growth in high value sectors and to harness the people and physical assets of the city to help the economy grow and create more jobs. However, as evidence from the last decade shows, growth may not help those people who have been out of work for a considerable time and when jobs are available, it is those people with skills or who are most recently unemployed that are able to take the opportunities.

Some particular groups of people are affected. People with disabilities tend to have lower rates of employment, lower incomes and are more likely to be living in poverty. Levels of employment are lower for women than for men. Nationally and locally, it is estimated that only 10% of adults with a learning disability are in paid employment. BME people have lower average rates of employment with ethnic minority women having much lower rates of employment than all other groups. Those aged 50 or over have longer periods of unemployment: people aged 50-64 are more likely to be long-term unemployed. 41.3% of those unemployed aged 50-64 have been unemployed for longer than one year, compared with 38.1% of those aged 25-49 and 24.7% of those aged 16-24.<sup>44</sup>

There is ample evidence of the impact that the recession has had on **young people accessing jobs**. Sheffield's Employment Strategy indicates that there are around 6,000 18-24 year olds in the city claiming Jobseeker's Allowance (JSA) and a further 1,200 who are Not in Education, Employment or Training (NEET). This has been exacerbated by the recession and young people are now remaining on JSA for much longer (pre-recession, just 12% of 18-24s would claim JSA for more than 6 months; post-recession its 30%).<sup>45</sup> Further, research carried out with local businesses for Sheffield's Economic Growth Strategy indicates that employers want young people who are 'ready for work', both with the basic employability skills (literacy, numeracy, punctuality, etc) and the transferable skills (eg. initiative, team working, creativity, interpersonal skills, etc) which make employees productive and successful in the workplace.<sup>46</sup> Some BME groups are disproportionately affected, for example the Not in Education, Employment or Training figure for the city is 11.2%, but for Caribbean youngsters is 20%.<sup>47</sup> The IPPR warn of

the risk of creating another 1980s style ‘lost generation’ – a whole cohort of people who because of long periods on the dole find it very difficult to ever get back into the jobs market.<sup>48</sup>

Studies have shown that periods of long-term unemployment (12 months or more) can have profound implications for the life chances of young people, including increasing the likelihood of: suffering from further periods of worklessness in their adult lives; being in fragile, low paid employment; living in poverty as adults and suffering ill health.<sup>49</sup> Whilst employers may acknowledge that young people often leave education without extensive work experience<sup>50</sup>, the economic climate has ensured that competition for jobs is more acute, particularly for younger people. Therefore, having the ‘job ready’ skills could help young people be more attractive to employers in the city who may have job opportunities but are looking for those people with the necessary experience to slot into a workplace.

Evidence received by the Commission has indicated that people from more deprived communities are often trapped in **poor quality work** with low pay, poor working conditions, long hours and job insecurity.<sup>51</sup> Evidence presented to the Fairness Commission suggested that work is better for both physical and mental health than unemployment and that the unemployed who return to the labour market and stay there are more likely to see their incomes rise.

A distinction can be drawn between “re-entry” factors and “sustainability” factors all of which must be present if workers are to make a successful return to the labour market. This is important because so many claims for Job Seekers Allowance (around 2/3rds) are so-called repeat claims, from citizens who have been unemployed on at least one occasion before. The evidence suggests therefore that a significant minority of the most vulnerable people in the labour market are trapped in a “low-pay, no pay” cycle from which it is very difficult to escape. Many of the “sustainability” factors accurately reflect aspects of ‘good quality’ work – the quality of work, the quality of management and the quality of workplace relationships – which are all critical in keeping the previously unemployed at work.<sup>52</sup>

There is also a benefit to employers with evidence suggesting that “a healthy and valued workforce can bring real business benefits, such as increased productivity and reduced absenteeism and staff turnover costs”.<sup>53</sup> This is also linked to the challenge for business to meet the needs of a more highly educated workforce.

At the national level wage inequality has risen significantly since the late 1970s. Skilled workers have improved their position relative to less skilled workers and there is evidence of labour market polarisation caused by the hollowing out of middle paying jobs. In terms of the latter, there has been very rapid growth in the top two deciles of job quality (as measured by median occupational wages from 1979 to 2008) and positive growth in the bottom deciles but declines in between, It has also become harder to rise through the wage distribution over time. The introduction of new technologies which require more skilled workers to operate them is another contributory factor.<sup>54</sup> A report from the New Economics Foundation indicated that the UK pays a significant cost to businesses and society due to pay inequality in the workplace and argues that there is actually very limited evidence on the benefits of high pay ratios while the evidence demonstrating the negative impact of inequality is overwhelming.<sup>55</sup> Further, the Commission heard wide-ranging evidence of the impact for specific groups such as people with disabilities, older people, migrant workers and the unequal work place outcomes for men and women.

The lower level of qualifications and skills of many residents living in deprived communities means that the available opportunities are invariably chronically insecure and offer only a modest improvement in their financial circumstances. Many are caught in a cycle of unemployment and casual work that offers few opportunities for training and advancement.<sup>56</sup>

There is also increasing evidence that work enables people with mental health conditions to achieve recovery and increased independence.<sup>57</sup>

**Low pay** has been described as being “pervasive” in Britain with one in five workers paid below two-thirds of the median wage (less than £7.49 an hour or £13,600 a year for full-time work) compared with fewer than one in 10 in some other European countries<sup>58</sup> There are other inequalities in relation to pay, for example women working full time are paid, on average, 15.5% less an hour than men for doing work of equivalent value.

Evidence from the Joseph Rowntree Foundation (JRF) states that “the gap between the National Minimum Wage and the wage needed to reach a ‘Minimum Income Standard’ has widened for all groups in recent years” and the gap “has widened especially fast for families with children in the past two years.”<sup>59</sup>

## Poverty, Low Incomes and Credit

Over one fifth of households in Sheffield are living in poverty (defined as having a household income less than 60% of the national average). Data also shows that between 2007 and 2010 the gap between the worst off and best off communities across Sheffield increased.<sup>60</sup>

Changes to **social security** introduced by the Government are already underway with more significant changes to be introduced from April 2013 onwards. The overall impact is difficult to calculate precisely at this stage, but the total national savings that the Government is seeking to make from these reforms is £18 billion per year from 2014/15. An initial estimate suggests that this could translate to £180m less coming in to the city per year and, of course, going into some of the most deprived households in the city.<sup>61</sup> There are over forty changes to the welfare system between January 2011 and October 2013 and there will be a cumulative effect with many households in Sheffield likely to be affected by more than one of the reforms. The Government have also announced that most working age benefits and tax credits, excluding disability and carers benefits, will be increased by 1 per cent for three years from April 2013.<sup>62</sup> This is below the current rate of inflation. Some households will experience a very significant drop in their income from April 2013. The introduction of Universal Credit will see six existing benefits rolled into one new benefit. The Government’s approach is that applications and changes to circumstances will be ‘digital by default,’ in other words people will have to do this online. Nationally, 77% of households had access to the internet in 2011. This would equate to approximately 53,000 Sheffield household without access to the internet.<sup>63</sup>

A defining feature of UK welfare reform since the mid-1980s has been concerted moves towards greater conditionality and sanctioning. More recently, conditionality has been extended to previously ‘inactive’ groups, such as lone parents. This approach has been further intensified by the Coalition Government. The 2010 White Paper Universal Credit:

Welfare that Works further strengthens the sanctions regime and increases the level of conditionality that is applied to some recipients. Some claimants face the prospect of losing benefits for up to three years.

The use of sanctions within the benefits system is designed to change behaviour. It relies on people being able to behave rationally and alter their conduct in order to avoid a financial penalty. Yet the Social Security Advisory Committee (2010) has found that some groups such as problem drug users already experience high rates of sanctioning because their ability to behave rationally is severely compromised. Howard (2006) has also found that Australian 'breach penalties' disproportionately affected 'vulnerable' persons such as the homeless, those with mental health problems and problem drug users. The evidence is that hardship, debt and stress are the key outcomes of sanctions with little corresponding benefits.<sup>64</sup>

The impact of these changes will also vary across the city. For instance in the three Sheffield wards of Burngreave, Firth Park and Manor Castle, over 40% of households are receiving housing benefits, and over 30% are also receiving other income related benefits. By contrast, in the Ecclesall and Fulwood wards, the equivalent figures are less than 10% and under 5% respectively.<sup>65</sup>

The Commission received evidence which suggested that the welfare reforms will impact severely on the bottom half of the income distribution, people who are disabled, people from BME groups, and those with children. The resulting reduction in support will worsen poverty in relative and absolute terms, and increase the impact of poverty due to a reduction in services, resulting in an increase in social inequalities across Sheffield.<sup>66</sup> Changes for many individuals will be significant and anecdotal evidence strongly suggests that there is very little awareness at the moment amongst those who will be affected.

At a time of reduced benefits, high unemployment and continued reductions in public sector support, the need for impartial advice provision has never been higher. In 2011/12 just under 50,000 people in the city sought and received advice on a range of issues including benefits, debt, immigration, employment, and housing. However, the **advice sector** has seen reductions in local and, particularly, national funding, including the loss of most of the city's legal aid funding. Despite this, the Commission is aware that high quality advice brings a number of additional benefits to the city:

- Each pound spent on debt advice, increases the income for the city's poorest households by around £5 to £8.
- High quality advice can have a positive impact beyond resolving the immediate crisis, including significant health benefits (particularly mental wellbeing)

The Commission received evidence that a combination of social security benefit cuts and strict sanctions, hold-ups in the benefits system<sup>67</sup>, unemployment and low wages and increasing food prices <sup>68</sup> mean that there are increasing numbers of people who are unable to access enough **food** to feed themselves and their families. According to the Third Sector Assembly Food Poverty Group at least 11 food banks were known to be operating in Sheffield in October 2012, in comparison with 3 in early 2010. A food bank provides emergency food to people in crisis. The demand for the food banks in the city is such that they are turning away people empty-handed.<sup>69</sup> There is also anecdotal evidence of food poverty particularly affecting children, with some attending school without

breakfast<sup>70</sup>, which has a significant impact on their behaviour and ability to learn. The evidence suggests that the cause of acute food poverty in about half of cases presenting to food banks is cessation of benefits, often through sanctions or following changes in circumstances.

In the UK, the poorer people are, the worse their diet, and the more diet-related diseases they suffer from<sup>71</sup>. For many, this may be exacerbated by a reliance on processed and poor quality food as processed food costs have risen by 35% since 2007, with a 15% increase in the year to June 2012 alone and higher than any other food type<sup>72</sup>. Many people, including people who are disabled and older people depend on easy to prepare and cook processed food. Reliance on processed and fast food is increasing as cooking skills are lost, and many people struggle to access fresh food, cooking facilities and implements, or to afford fresh food.

There are too many people unable to afford to buy enough food whilst there is a surplus of food in some parts of the food and drink industry. It has been estimated that 400,000 tonnes of surplus food can be reclaimed each year from the food retailer industry to be made into healthy and nutritious meals.<sup>73</sup>

People on low incomes often pay more for goods and services than those on higher incomes. This so-called 'poverty premium' is estimated to cost poorer families over £1280 extra a year<sup>74</sup>. It includes a reliance on **high cost credit**, such as doorstep lenders, rent-to-own agreements and payday lenders, as well as illegal loan sharks. Evidence presented to the Commission demonstrates a significant level of use of such high-cost credit in the city, for example based on national figures between 20,500 and 30,000 adults in Sheffield largely from excluded communities will use doorstep lenders.<sup>75</sup> The current financial climate and the impact of the Government's welfare reforms is very likely to increase this use further.

The Government considers a household to be in **fuel poverty** if the household needs to spend more than 10 percent of its income on fuel for adequate heating – usually 21 degrees for the main living area, and 18 degrees for other occupied rooms. In Sheffield 18.3% of households, just over 42,000 households, are living in fuel poverty.<sup>76</sup>

Living in cold homes can damage people's health and affect their quality of life, with older people, children, and those with a disability or long-term illness being especially vulnerable.<sup>77</sup> Households containing someone with a disability or a long-term illness had a higher rate of fuel poverty than other households throughout the period 2003 to 2010. During the same time period the number of fuel poor households more than doubled across all age groups. However, the scale of the increases varied, with the largest being in households aged 60 to 74.<sup>78</sup>

Both the Local and National Housing Conditions Surveys and the Fuel Poverty Strategy show that private rented tenants are most likely to live in poor housing conditions and to be in fuel poverty. Income related fuel poverty will continue to persist in the city even after the energy efficiency of some properties is improved.<sup>79</sup>

The key elements in determining whether a household is fuel poor or not are:

- Income
- Fuel prices
- Fuel consumption<sup>80</sup>

Increasing household income helps to reduce fuel poverty, whilst reducing income has the opposite effect, i.e. it can push households into fuel poverty. Rising fuel prices will have a detrimental effect on the numbers of households in fuel poverty. Fuel consumption is dependent on the lifestyle of the household and the type and condition of the home. It is rare for a home to become less efficient, but increases in consumption can occur if the household's circumstances change. For example, the household's routine changes and more time is spent at home, or the number of people living there changes as they have children.<sup>81</sup>

In its submission to the Fairness Commission South Yorkshire Housing Association said that fuel poverty amongst its tenants "seems to be a significant problem". A recent survey of its tenants discovered that 63% of tenants significantly under heat their properties; 5% regularly feel cold; and 55% have condensation problems due to not heating and ventilating their properties appropriately.<sup>82</sup> Other evidence received by the Commission pointed to the growing number of Sheffield individuals and families who are in, or entering into Fuel Poverty with an increasing number of people coming to South Yorkshire Energy Centre at Heeley City Farm and having an increasing level and complexity of need.<sup>83</sup>

## Aspiration and Opportunities

Many children in Sheffield already experience positive **early years** - however, the Commission heard evidence that for some children in the city this is not the case, leading to long-term inequalities. Early years attainment is particularly inequitable in Sheffield, with the bottom 20% performing considerably worse than the remainder of the Foundation stage cohort.

Frank Field's review on poverty<sup>84</sup> found that "there is overwhelming evidence that children's life chances are most heavily predicated on their development in the first five years of life." It goes on to say that "the things that matter most are a healthy pregnancy; good maternal mental health; secure bonding with the child; love and responsiveness of parents along with clear boundaries, as well as opportunities for a child's cognitive, language and social and emotional development. Good services matter too: health services, children's centres and high quality childcare." Early years experiences go on to impact on every area of life, with children with good early years experiences going on to be more likely to have good educational attainment, have better health outcomes, and be less likely to become involved in criminal behaviour. The Commission received evidence in writing advocating the importance of early years from several organisations, as well as hearing oral evidence from Dr Pat Broadhead, Sheffield's Early Years Champion.

There is also evidence of **structural barriers** to children fulfilling their potential. Some barriers are wider than one person's choices – structural barriers - though individuals can be supported to overcome them. Major structural barriers to educational potential, and therefore wider life chances, include poverty, poor housing, caring responsibilities, and discrimination as a result of gender or cultural background<sup>85</sup>, or having a disability.

The Commission recognises that often the odds are stacked against some children, young people and adults when it comes to achieving their educational potential. The way in which services are designed might exclude them, for example by not effectively recognising and supporting their special educational needs, or they may be unable



to access educational opportunities due to lack of money, or because their caring responsibilities get in the way of homework.

The Fairness Commission heard compelling evidence that although young people from poorer backgrounds tend to do less well at school, they have the same high levels of **aspiration** as other children in the city. Young people from poorer backgrounds have the same realistic ambitions to go to university, to get a good job, and to contribute to society as other young people, but very often they do not know how to achieve these ambitions, and their parents may not be able to provide the same level of support as parents of other young people. For example they may well lack personal experience of getting a place at university. There is also evidence that young people's aspirations tend to drop at the point of entry to secondary school (ages 11-12). There is a gap between the performance of all learners and those from specific BME groups, for example learners of Pakistani (7%) and Caribbean (8%) backgrounds compared to the city as a whole.<sup>86</sup>

The Commission received evidence of community provisions that do targeted work with young people around attainment such as Community Study Support. One example is the Burngreave Study Support Consortium. Year 11 pupils attending achieved above their peers in the North East of the city by 14% when comparing five or more GCSEs at grade C or above.<sup>87</sup>

Some of the city's most disadvantaged young people are not able to fulfil their aspirations because of a lack of support, knowledge and skills. Evidence presented to the commission demonstrated that one of the key factors within this is **parents** do not always know how best to support their children to achieve their ambitions in life. This means that young people from these backgrounds are less likely to achieve well at school, go on to further or higher education, or succeed in life more generally across a range of areas (health, income, employment etc.). As well as being important for today's young people, the commission heard evidence that some families and communities experience inter-generational worklessness and poverty. It is likely that many of the most vulnerable who find themselves in this situation will have inherited a similar experience to their parents and will bequeath the same to their own children.

Crucially however, the evidence heard by the Commission does **not** support the commonly held belief that parents and young people from more deprived backgrounds have lower aspirations than those from other backgrounds. The evidence stressed that the real difficulty for many children was in knowing how to fulfil their ambitions. Rather than raising aspirations in order to raise attainment, there is a real need for children and parents to be offered support to learn more about educational and career options so they can make more informed decisions about their future.

The evidence also suggests that impact comes not so much from changing parents' attitudes and behaviours by themselves, but rather from giving parents better information and access to appropriate support and advice. This is important for the following reasons:

- Where parents are from poorer backgrounds themselves, or have not been successful in education, they may lack the practical knowledge that enables them to support their children, for example, with homework or making plans for their future.

- ‘Negative attitudes’ may reflect poorer children’s lack of confidence in their own ability to succeed; this does not mean that they feel education does not matter (or their parents do not care).
- Poorer children and parents may not be aware of the full range of possibilities open to them or understand the routes that need to be taken to secure certain occupations or routes into post-compulsory education.

In addition to getting a good education at school, college or university, it is important that people keep mentally active throughout life, accessing adult education and training opportunities both for employment and enjoyment. Ageing is much more adaptable than people think. It can be changed, shaped or adjusted by how a person lives their life, the choices they make, the services they access, and the way the surrounding physical, social and economic environment impacts on them.<sup>88</sup> Therefore aspiration should be treated as a life-long goal.

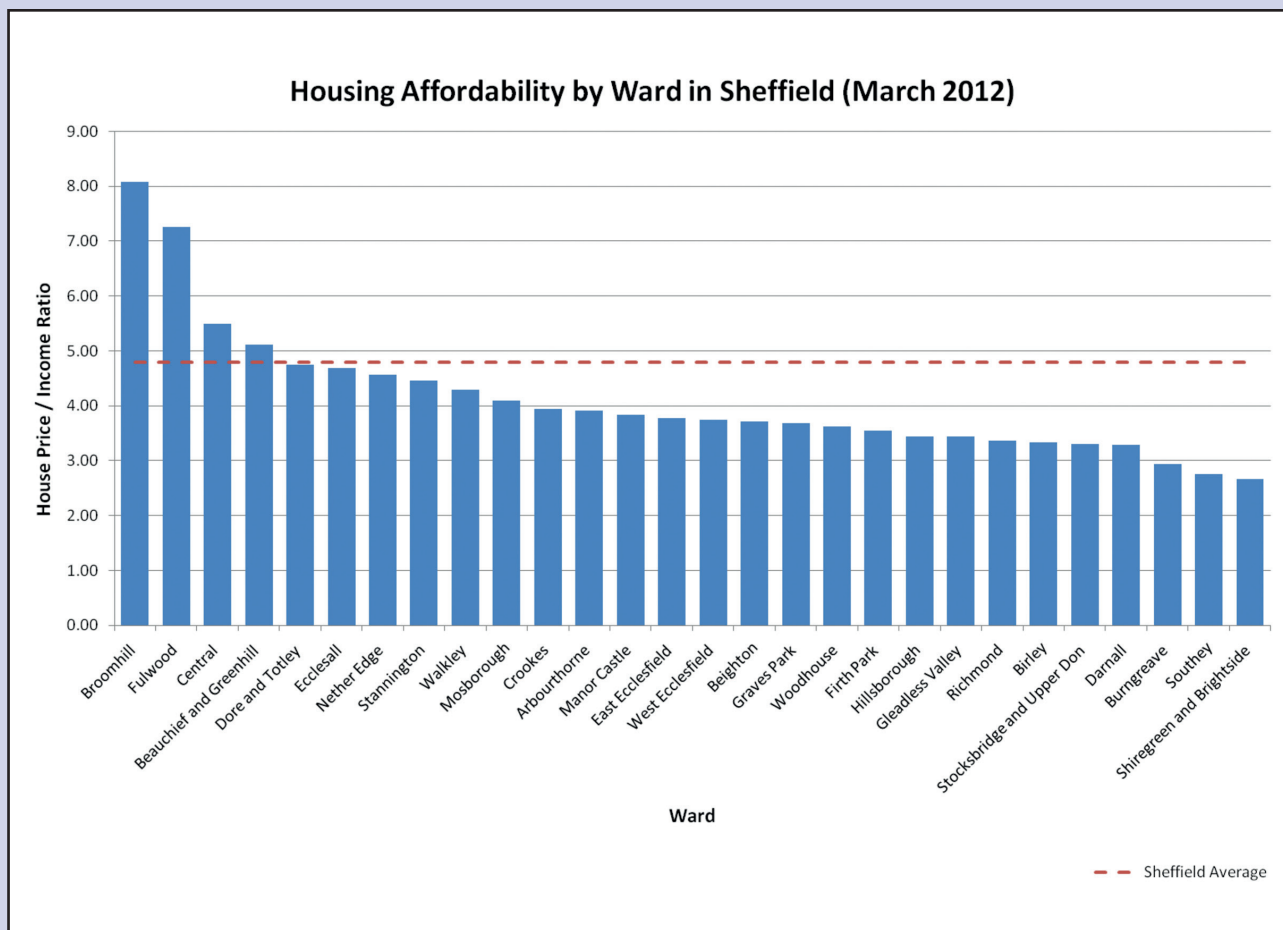
## Housing and the Environment

The average house price in Sheffield in 2011/12 was £116,472. By ward, the lowest is Southey at £56,417 and highest is Fulwood at £303,545. The housing market is very complex with some areas experiencing high demand whilst others experience weak markets.

The current financial crisis has meant that the **scale of house building** in general has fallen substantially. The number of new completions has fallen from a peak of 2,882 completions in 2007/8, to 919 in 2010/11.<sup>89</sup> A higher future annual build rate is now required to deliver the homes Sheffield requires by 2026 to meet the needs of its growing population.<sup>90</sup> A significant issue in the city regarding building new homes is the availability of development land for housing. Land in more affluent areas is usually sold at a much higher price to private developers. Planning requirements will lead to some of these units being available for social housing but this is minimal and currently decreasing, with less private housing development in recent years. Much of Sheffield’s land allocated for housing development is concentrated in the north east of the city and there are limits to the number of homes that the housing market will deliver in any one area each year.<sup>91</sup>

The biggest barrier to home ownership is now the level of deposit required to secure a mortgage, and first time buyers and home owners with little equity in their home are being affected the most.<sup>92</sup> Whilst the last four years has seen an increase in new affordable homes in the social sector, this has not been sustained, and the number of affordable homes provided through developer contributions has also declined.<sup>93</sup> A developer will usually be expected to contribute towards affordable housing for all developments consisting of 15 or more dwellings. This applies to all types of housing, including homes for older people and purpose-built student accommodation. It covers new build and conversions. The target for the proportion of dwellings that should be affordable is 30-40%. The developer contribution homes are usually in the less deprived parts of the city and, although this contributes in a small way to lessening inequalities, the diminishing number of homes released is likely to exacerbate inequalities. The number of affordable homes provided through developer contributions was only 21 in the last three years combined.<sup>94</sup>

The graph below shows the number of times the average income in each ward is required to meet the average house price.



The **condition of the housing** in the social sector has improved as many areas benefited from investment. However, more than 36% of the private sector housing was classed as 'non-decent' in 2009, with a figure in the private rented sector of 45%.<sup>95</sup> A 'decent home' is a technical standard that means a home meets minimum standards; is in a reasonable state of repair; has reasonably modern facilities and services; and has effective insulation and efficient heating. A quarter of private rented properties have a hazard that poses a considerable risk to the safety or health of the people living there.<sup>96</sup> The restrictions on mortgage finance have meant that more people are now accessing the private rented market. It is estimated that 12% of Sheffield's households rent privately and in the future this sector is expected to grow further.<sup>97</sup> The total cost of bringing all private sector homes up to the decency standard is estimated to be £447million. The highest level of non-decency at 48% was in the South West Community Assembly area. For properties inhabited by people over 75 years old, the rate was 44%. There is a potential situation where people live in asset rich but income poor households. Many older residents might be living in high value homes but unable to afford to maintain them properly.<sup>98</sup>

Poor **air quality** adversely affects human health, and has recently been estimated to account for up to 500 premature deaths per year in Sheffield, with health costs of around £160 million per year. It has short and long-term health impacts, particularly for respiratory and cardiovascular health. The impact of air quality on life expectancy and health is unequal, with the young, the old and those with pre-existing heart and lung conditions more affected. Individuals who are particularly sensitive and exposed to the most elevated levels of pollution, have an estimated reduction in life expectancy of as

much as nine years. Sheffield reflects the national picture, in that generally air quality is improving. However in many areas, near the motorway and within the busy urban centre, it has not improved, with some places seeing air quality worsening. Modelling work shows that the areas of concern are those particularly close to busy roads and at busy junctions. For example the M1 passes through the Tinsley area and traffic flow on average is usually in the region of over 110,000 vehicles per day, with up to 20% heavy goods vehicles, travelling at high speeds.<sup>99</sup>

The Commission received evidence suggesting that “poorer people tend to live in the worst environments with greater exposure to negative environmental impacts and restricted access to environmental assets. There is research evidence of a ‘triple jeopardy’, resulting from low socio-economic status being associated not only with greater risk of exposure to environmental pollutants, but also with increased susceptibility to health damage from such exposures.”<sup>100</sup>

## Safety

Sheffield is a relatively safe city and has seen decreases in recorded **crimes** and anti-social behaviour maintained. Sheffield has the lowest rate of recorded violence against the person of all of the 8 English core cities at 11.4 per 1,000 people at the end of 2010. The next lowest are Leeds and Newcastle at 14.5; the highest is Bristol at 25.6.<sup>101</sup> Just over half of people feel very or fairly safe whilst out at night, the highest proportion of all the core cities.<sup>102</sup>

Certain communities in Sheffield are disproportionately affected by criminal behaviour, with those communities having the highest levels of deprivation tending to have the highest levels of offenders and also the highest levels of victims of crime as offenders will usually commit crimes in areas already known to them. Many offenders become enmeshed in a ‘cycle of crime’, with two thirds reconvicted within two years of their release (Ministry of Justice, 2009). High levels of re-offending carry a high social and financial cost - the National Audit Office (2010) has estimated that, nationally, the cost of recorded crime committed by ex-prisoners may be £13 billion per year. The Institute of Race Relations suggests that people from BME communities are over-represented at almost all stages of the criminal justice process, disproportionately targeted by the police, more likely to be imprisoned and more likely to be imprisoned for longer.<sup>103</sup>

Crime and anti-social behaviour can also affect some groups of people who are targeted because of who they are. Anecdotal evidence from one of the satellite meetings describes how one woman had been forced to move house because of persistent homophobic attacks culminating in the vandalism of her house and car.<sup>104</sup>

Domestic abuse is any abuse that happens in a family or personal relationship, where one person bullies or controls the other one. Domestic abuse happens in all cultures and social groups at similar levels. It is mostly women who are abused by male partners or ex-partners. 45% of women and 26% of men had experienced at least one incident of violence in their lifetimes.<sup>105</sup> However when there were more than 4 incidents (i.e. ongoing domestic or sexual abuse) 89% of victims were women. But men can experience domestic abuse and women can be abusers. Both women and men can suffer domestic abuse in same-sex relationships.<sup>106</sup> Domestic abuse can also affect people of all ages. Domestic abuse can include sexual violence, however sexual violence can also exist outside of domestic situations.

There is also a link with child protection issues. Children living with domestic violence are over-represented among those children referred to statutory children and families teams with concerns about child abuse and neglect, and represent up to two thirds of cases seen at child protection conferences.<sup>107</sup>

Detailed analysis of 20 years worth of data published in the British Medical Journal in 2009 showed that the introduction of **20mph** zones was associated with a 41.9% reduction in road casualties. The highest impact on reductions in those killed or seriously injured and casualties was amongst young children.<sup>108</sup>

There is also evidence that area wide 20 mph zones may also lead to increased levels of walking and cycling, which reduce the risk of obesity and heart disease,<sup>109</sup> with other analysis indicating that they could contribute toward creating neighbourhoods where people feel safer, so increasing levels of connectedness with their communities. In addition, there is some evidence that lower speeds, and the reduced incidence of acceleration and braking in wide 20mph zones can produce fewer emissions. When 30km/h (18.6 mph) zones were implemented in Germany, drivers changed gear 12% less often, braked 14% less and needed 12% less fuel.<sup>110</sup> Evidence also suggests that the reduction in speed has little or no impact on average journey times, as cars spend less time waiting to pull out at junctions.<sup>111</sup>

Large scale 20mph limit schemes are now beginning to be introduced in some cities. They differ from 20mph zones in that they tend to be cover a larger area (excluding A, B and most C roads) and do not include traffic calming measures. Early evidence from one of the first of these 20mph limit schemes in Portsmouth suggests a reduction in speed and casualties, but as yet limited evidence of other effects.

In Sheffield the residential areas with the highest levels of road traffic accidents and casualties, especially amongst children correlate broadly with levels of deprivation. In these areas, children are more likely to play in the streets due to limited suitable play areas inside or in gardens.

## Transport

Transport can help contribute to the social, economic and environmental improvements that will increase fairness in the city. The Commission agrees with evidence presented to it that “transport can help tackle inequality by helping people to get to the jobs, education and activities that help them to move forward in their lives and improve their long term prospects.”<sup>112</sup>

Bus deregulation saw the **fragmentation of the public transport system** in the city with each operator having its own fares, tickets and running its own timetable. Outside of London, following deregulation bus companies can run whichever services they choose and decide the fares they will charge. As private companies, their main priority is to make a profit, rather than meet the needs of local people.<sup>113</sup> Only where the market chooses not to operate a bus service, can the South Yorkshire Passenger Transport Executive specify and buy back bus services from commercial operators. Typically this would include services to rural communities, evening services or Sunday services. Under deregulation each operator can have its own fares and tickets and run its own timetable. This can be potentially confusing for passengers and inconvenient as tickets are not necessarily valid

on all buses along one route. The deregulated system can result in intense competition on profitable routes and reduced services on less profitable routes.

The Commission heard evidence that young people are likely to rely upon public transport as their primary means of getting around independently. **Affordable travel for children and young people** has considerable social inclusion benefits, enabling them to get out and about to see friends, access educational opportunities, participate in sports and attend attainment boosting after school activities, for example. Cheaper travel also leaves families with more money in their pockets.<sup>114</sup>

The Commission also heard that a simple, flat and consistent offer on child fares have been found to be more important for young people than the actual fare level.<sup>115</sup>

In Tyne and Wear there is a simplified fare scheme for children and young people that offers flat fares of £1.10 for unlimited day travel and 60p for a single. The scheme began in 2008 and in the first 6 months alone children under 16 made almost a million extra journeys. This represented an 11% increase in child patronage against a backdrop of a steady decline in child public transport use over the last 20 years.

However, public transport is not available or appropriate for everybody. Some people are at **risk of isolation** simply because they live where there is not a public transport service. The Passenger Transport Executive Group said to the Commission that people living on isolated housing estates, or in deprived areas, or rural areas can be at risk of being excluded from accessing opportunity as it is often not profitable or viable to run public transport services.<sup>116</sup> Secondly, there are also some people at risk of isolation because getting to the bus stop and then getting on a bus unaided is not possible, regardless of how close to a bus route they might live.

National research suggests that too many older people are left alone and isolated because bus, trains or transport links are poor. Older people are facing hardships simply because they are old. With poor travel, or because they live in rural areas, simply getting from A to B can be an ordeal for some older people. The report stated that “21% of men and 33% of women aged 75 and over in ‘fair/poor’ health said they had difficulties getting to local shops.”<sup>117</sup>

Difficulty in accessing transport is cited as one of the main reasons why disabled people are excluded from doing things that other people do. ‘Disabled people travel a third less often than the general public and over a third of those who do travel experience difficulties, the most common being getting on or off trains or buses.’<sup>118</sup> Submissions to the Commission included the points that access to transport is a barrier to independence<sup>119</sup> and transport is high on disabled people’s list of concerns, with over 50% saying that transport improvements would have a positive impact on their life.<sup>120</sup>

## What Citizens and Communities Can Do

Evidence suggests that knowledge of inequalities in the city could be improved. Without knowing the facts people are less likely to support or be involved in **promoting fairness**. One of the notable aspects of the Commission's public event on 8th September was the impact that the map showing the variations in life expectancy on the 83 bus route had on people, with many not being aware of the stark variations. This is the map used on page 14. This map is just one way of showing that the inequalities outlined in this report are very real and do exist today, in our city.

There are also some widely believed myths that can harm the case for reducing inequalities. For example research shows that 37% of the public believe that "most people on the dole are 'fiddling' in one way or another."<sup>121</sup> In reality Department of Work and Pensions data shows that overpayment of Job Seekers Allowance due to fraud was only 2.8% in 2011/12.<sup>122</sup> Whilst any level of fraud is unacceptable this proportion is considerably lower than 'most people.'

The attitudes and behaviours of people in Sheffield can also have an impact on inequalities. Participants at a satellite session described varying degrees of homophobic/transphobic abuse. What was most shocking was that those affected normalised such abuse and had come to expect it; changing their behaviour in order not to 'provoke' such attacks. One woman has stopped using public toilets in the city and at Meadowhall, for example, because she has received such abuse relating to her appearance. When visiting women's toilets other women frequently make snide comments to her such as: "The gents' are next door, Love."<sup>123</sup>

The Commission received evidence suggesting that poorer communities rely more heavily on public services, yet those communities are the least **engaged and involved** in influencing priorities and delivery mechanisms.<sup>124</sup> It was also stated that particular groups within those communities (e.g. young people, the elderly) can be completely divorced from engagement and the socially-excluded can end up in a dependency relationship with public services, where they have little prospect of changing the terms of the relationship and no aspiration to be engaged. Further, there is a real danger that commissioning and outsourcing models will actually exacerbate the gap and increase the power of the provider at the expense of the user.

Other evidence supports the view that "people who most rely on public services tend to be those who are most disempowered by the current model"<sup>125</sup> and that if communities and individuals are not empowered to have more say over the issues and services that affect their lives, inequalities can be created or deepened.<sup>126</sup> One of the submissions to the Commission suggested there needs to be "a proper understanding of what co-production means leading to co-production with a range of communities of interest from the outset in all planning and decisions."<sup>127</sup>

Other evidence received suggested that "co-design and co-delivery of services would help build social capital and make best use of all the skills we have in our communities."<sup>128</sup>

## **Summary**

In summary, the evidence shows that certain geographical areas of the city and certain groups of people are disproportionately more affected than other areas or groups of people by particular causes of disadvantage and unfairness. However, the evidence also shows that inequality affects everyone in the city, and prevents the city as a whole from achieving its full potential.



# 4 Our Vision for Fairness in Sheffield

## What is Fairness?

From the evidence we have read and heard and the large amount of research available to the Commission we are convinced that fairness must be a top priority for the city. This is essential to ensure that no individual or community is or feels excluded and the city's future is not jeopardised by gross disparities in life chances. We heard in particular from Richard Wilkinson, co-author of *The Spirit Level*, who demonstrated that the existence of major social problems of all kinds rises alongside the level of inequality in a society. The more unequal a society is the higher the levels of social problems it encounters. This is crucial because it means that inequality affects everybody, including the most affluent. In Sheffield there are people and communities that bear the brunt of the unfairness that drives inequality, but we are clear that the whole city is diminished as well. Therefore fairness should be seen as everybody's business.

What do we mean by fairness? There is a huge academic literature in answer to this question but we were not asked to write a thesis. We needed instead something practical that politicians, policy makers and citizens could refer to on a daily basis. The most straightforward starting point is that proposed by the philosopher John Rawls, who argued that fairness is a matter of social justice: a society in which individuals and groups are treated fairly and receive a just share of its benefits and burdens.<sup>129</sup>

Also his idea of a 'veil of ignorance' is very helpful in understanding the importance of social justice. If people do not know where they will end up on the income scale, at the top or the bottom, they are more likely to favour an equal distribution of life chances than an unequal one. In real life the future courses of our lives are pretty clear in childhood, at least at the extremes: either born with the proverbial silver spoon in your mouth or, as the sociologist Paul Willis put it, 'Learning to Labour'. In other words, as the Panel on Fair Access to the Professions concluded, social mobility in Britain is low in international terms and this has got worse rather than better. Today's young professionals (born in 1970) typically grew up in a family with incomes 27% above average, compared with 17% for current older professions (born in 1958).<sup>130</sup>

The entrenched nature of social divisions, based especially on social class, makes it very difficult to bring about a fairer more socially just, outcome. The Commission has no doubt about the enormity of the task facing the city if it wants to be a fairer place to live in. In order to focus attention, energy and resources on the most urgent aspects of fairness we have given top priority to inequality. However we need to be clear that in trying to achieve social justice in Sheffield, a 'just' share of the city's benefits and burdens does not mean an equal share but one that is proportionate to contribution and endeavour and which reflects need. This is the idea of just deserts.

Rawls also argued that significant inequalities may be tolerated providing this benefits the least well off. This argument is challenged by the work of Wilkinson, mentioned above, which shows the general harm done by inequality: all significant inequalities are bad, full stop. For our purposes the main point here is that unequal treatment may be necessary to promote fairness. In practice this means that policy makers will have to make decisions that treat Sheffield citizens unequally in order to be 'fair' when looked across the city as a

whole. For example, those with the greatest need for income or housing must take priority over other more fortunate groups. That would be a fair approach, seeking a fairer (i.e. more socially just) outcome. It would mean treating people and communities unequally by positively discriminating in favour of some to achieve a fairer outcome for the city as a whole by reducing inequalities.

The endeavour to create a fairer city does not mean addressing inherent individual or biological differences between people, for example, in terms of gender, race, age, sexuality and so on. Our focus is on those differences, inequalities, which arise from the way a society or city, is organised socially, politically and economically. These inequalities are not made by the individuals or communities most affected by them but by forces largely external to them, in education, the labour market, the distribution of income and wealth and so on. Some of them are made in Sheffield but many are outside of the control of the city. These socially and economically created inequalities are often hidden beneath or mingled together with the inherent differences between people. For example, high poverty rates among people from black and ethnic minority communities may lead some observers to conclude that race is a cause of poverty. When in fact, it results from unfair social and economic processes, such as discrimination and prejudice, that exclude people from a fair access to education and employment opportunities.

## **Fairness in Sheffield**

Applying what we have heard and read in evidence to the Commission we conclude that fairness in Sheffield means ensuring that the benefits of living in this great city are open to everybody. **A Fair Sheffield will be when the major inequalities have been substantially reduced, when there are no barriers to prevent people from participating as fully as possible in the social and economic life of the city, according to their abilities and preferences, and where a sense of fair play governs. A Fair Sheffield will be achieved when those living in the city have done everything in their power to reduce inequalities and to promote fair play.**

Our vision is of a city that is eventually free from damaging disparities in living conditions and life chances, and free from stigmatising discrimination and prejudice, a place in which every citizen and community knows and feels that they will be treated fairly. We aspire to be the fairest city in the country. To achieve these goals Sheffield must:

- **Urgently combat** the most extreme forms of unfairness in the form of poverty and inequalities in health, incomes, housing, education and so on.
- **Prevent** those inequalities arising again in successive generations.
- **Defeat** the discrimination and prejudice that continue to exclude many people and groups from full participation in the life of the city.
- **Actively promote** opportunities for everyone, individuals and communities, starting with the most disadvantaged, to participate fully in the social and economic life of the city.
- **Ensure** that all generations, present and future, are treated fairly.
- **Recognise** that inequality is a moving target and requires smart and sustained responses.

Clearly the vision we aspire to will not be realised quickly, therefore the Commission's plan is a long term one. What matters, from week to week and year to year, is the direction of change. Is Sheffield becoming fairer?

## The Sheffield Fairness Framework

The Sheffield approach to fairness should be governed by the following ten principles. They are intended as guidelines for policy makers and citizens, now and in the future, a framework within which the city can gradually be made a fairer one.

1. The first priority is for the city to tackle and ameliorate those inequalities that cause the greatest damage to the life-chances and wellbeing of some Sheffield communities and individual citizens. **Those in greatest need should take priority.**
2. Coupled with the first principle is the converse: **those with the most resources should make the biggest contributions.** Fair contributions to the life of the city and its wellbeing, including strategies to assist those in greatest need, will necessarily be unequal because they depend on ability to pay. Most people would agree that a fair tax system is a 'progressive' one that takes more from those at the top of the income distribution than from those at the bottom. Contributions (including financial ones) to making Sheffield a fairer city should be proportionate, or according to means. But it is also **essential that those who are asked to make the greatest contributions feel themselves that this is fair.** This sense of fairness will be helped by evidence of the benefits of their contributions and a clear demonstration that resources are not wasted.
3. A recognition of the deep-seated, cumulative nature of many inequalities in the city and the fact that these cannot all be combated in the short term. Therefore **the commitment to fairness must be a long-term one.** To assist this thinking we distinguish between immediate and short-term (0-3 years) and longer-term (4-10 years) priorities.
4. Because inequality has an impact on everyone in the city, even though it is borne disproportionately by some, **the commitment to fairness must be city-wide.** It must be present in the strategies of all key stakeholders in Sheffield, everybody's business. This means that all stakeholders must take responsibility for fairness. Rather than waiting for the City Council to act everyone should be proactive in the cause of fairness. There should be an open civic discussion to identify, share and publicise the best examples of fairness.
5. As in so many other spheres **prevention is better than cure.** So, where possible, interventions which are intended to prevent inequalities from being created or growing are preferable to those that react to existing injustices. Of course, with so many deeply entrenched inequalities in Sheffield both preventative and remedial actions are necessary. For example, people with mental health problems experience stigma and prejudice and, as a result, find it hard to get jobs (which for those of working age is a big barrier to recovery). Thus we need to combat stigma, for example by adopting the Mindful Employer code, and provide specialist support and training to enable people to get and keep jobs.
6. The perception of fairness is almost as important as its content. Therefore all stakeholders should strive to **be seen to act in a fair way as well as acting fairly.** This means that decision making and governance processes must be as open and transparent as possible, with a clear demonstration that those involved have striven

to be fair. This will help to ensure that even unpopular decisions are seen to be fair ones.

7. Fairness must be inclusive, something that touches every person in Sheffield and engages all communities in the promotion of a sense of fair play in every aspect of our lives. This necessarily entails a strong element of **civic responsibility for fairness** among all residents to contribute where they can and to avoid the wilful imposition of costs on the rest of the community. Thus, self and family interest need to be balanced by a sense of responsibility towards others in the city: neighbours, people in the street, other road users and so on. We do not think that value judgements, concerning deservingness or otherwise, are a helpful contribution to a fairer city. A more productive approach is to encourage everyone to contribute to the maximum of their abilities and to take advantage of the opportunities available with appropriate support. If they refuse we should keep on encouraging them and not make matters worse by withdrawing supports. **Ensuring that all citizens of the city have a voice** in the key decisions affecting them is an essential prerequisite for civic responsibility. For the most deprived and excluded people and communities in Sheffield this requires efforts to empower and engage.
8. Following from the inclusive approach, which values all people equally, there should be an **open continuous campaign for fairness in the city** – a mission for fairness. Led by the City Council and the Sheffield Executive Board and involving all stakeholders and local communities, the issue of fairness has to be debated and discussed as widely as possible in the city. There should be no doubt about the seriousness with which this matter is being treated by all of the key stakeholders in the city. Beyond the city the Council, in partnership with other cities and local MPs, must press the case for a fairer distribution of national resources.
9. **Fairness must be a matter of balance** between different groups, communities and generations in the city. For example, decisions may be taken in the interests of future generations which entail costs to current ones, as in the case of environmental sustainability to ensure that the city's children can enjoy the same amenities when they reach maturity as the present adult generations do
10. **The city's commitment to fairness must be both demonstrated and monitored in an annual report.** This should include data on the major inequalities in the city and progress in reducing them. Examples of good practice should be collected and the most important contributions to a fairer Sheffield should be recognised.

In short, we believe that the surest route to a fairer city is to set a long-term vision, to enlist the commitment of all organisations, communities and citizens to achieve it, and to regularly monitor progress.

# 5 Recommendations

The Commission has made recommendations covering 27 issues across the main themes of its investigation. These are outlined in this chapter. The recommendations are both deliberately aspirational – setting out a clear vision for the city across each of the themes – and diverse in nature. Some focus on short term interventions that will make a significant difference to the lives of people in the city now, whereas others take a longer term view to ensure that Sheffield is a fairer and more equal city in ten years time. Some of the recommendations focus on things that individuals and communities in the city can do themselves, others will be best tackled by organisations working together across the public, private and voluntary sectors. A third group of recommendations are outside of the direct control of the city – these are areas where we believe that action is needed but that this has to be taken by other players. In many cases this is the Government. For example national social security benefits and their uprating are beyond the control of the city.

Taken together, the Commission is firmly of the belief that the recommendations – if implemented in full – together with the Sheffield Fairness Framework, will result in a fairer and more equal city than we have at the moment. In fact each of the recommendations is firmly and explicitly grounded in the Sheffield Fairness Framework set out above. However, we recognise that things change, and that there are other areas that may become important in the future. Therefore, we would not want this set of recommendations to be seen as a static list – instead, we urge the city to regularly review progress, to amend and extend the recommendations in line with changing circumstances to ensure that the city is as fair and equal as possible by 2023.

The Commission has deliberately not made any recommendations about which agencies should be responsible for which action – and indeed many recommendations will require coordinated work across a range of organisations. Likewise, we have not made an assessment of the financial cost of implementing the recommendations, but we have tried to ensure that they are all realistic and achievable within the timescales of the commission (the next ten years). We accept, however, that this report may mean fundamental reprioritisation of current services and resources.

The Fairness Commission expects all organisations to work together to tackle inequalities in Sheffield. In a time of reduced resources for the public sector it is important to get as much value for the public money being spent in the city. To enable effective working across the whole city, there needs to be a shared understanding of the causes of inequality and unfairness, shared definitions, and shared monitoring to enable effective whole city solutions. For example, housing strategies in the city could have a bigger impact by being better aligned.

The recommendations are grouped into the following sections which mirror the original themes of our inquiry (see page 8):

- Health and Wellbeing for All
- Aspiration and Opportunities for All
- Fair Access to Benefits and Credit
- Fair Access to High Quality Jobs and Fair Pay
- Housing and a Better Environment
- A Safe City
- Transport for All
- What Citizens and Communities Can Do

## i. Health and Wellbeing for All

The Commission's vision for health is that:

- There should be continuous improvements in health and narrowing of the current inequalities in healthy life expectancy
- Sheffield will be a fairer city when it **tackles the 'root causes' of poor health and wellbeing in the city**
- Sheffield will be a fairer city when **inequality in the health system** is reduced by focusing investment and doing more to prevent ill health in the most deprived communities
- Sheffield will be a fairer city when it has a positive approach to **mental health and wellbeing** and understands the links between good physical and mental health
- Sheffield will be a fairer city when **Carers** are supported in their own lives as well as in their caring responsibilities

### Tackling the wider determinants of poor health

The Fairness Commission's aspiration is to **tackle the 'root causes' of poor health and wellbeing in the city.**

Significant progress has been made in Sheffield to improve health and wellbeing. However **evidence** shows stark health inequalities exist between different communities in the city. Studies show that poor health is caused by poor socioeconomic circumstances: the poorer you are, the worse your health and wellbeing is likely to be. They also show health problems are worse in more unequal societies. The Commission believes that Sheffield must commit to breaking this cycle.

The Fairness Commission recommends:

- All organisations in Sheffield should explicitly **commit to tackling the wider determinants of health** and using their services (commissioning or direct delivery) to reduce health inequalities wherever possible.
- The NHS and Sheffield City Council should use their available budgets to **prevent health and wellbeing problems from occurring** in the first place.
- Sheffield City Council and the Sheffield Clinical Commissioning Group should spend a progressively increasing amount, both in absolute terms and as a proportion of their budgets, on **initiatives addressing the wider determinants of health**, aimed in particular at people in poverty and with the worst health, or those in danger of having the worst health. This expenditure should be identified and accounted for in an annual report.
- **Health and Wellbeing Board (HWB) members must fully utilise their individual and collective position, influence and resources** to achieve better health outcomes for Sheffielders in most need. The HWB comprises some of the city's most senior politicians, officials and medical professionals and the Board must act to address the wider determinants, champion and challenge Government and partners in the city (e.g. employers) to contribute to a holistic approach to wellbeing in Sheffield and stand up for the city's health needs.
- Public sector organisations should implement a **health inequalities assessment** for all major strategies and developments. This should also form part of a voluntary 'Fair Employer' code and the City Council and NHS 'Compact' with the voluntary sector.

- The city should **promote women's health in general, pre-pregnancy, in pregnancy and after giving birth**. This would include, for example, promoting early registration with a midwife when pregnant, and promoting breast feeding and post-natal support.

Sheffield's Health Inequalities Action Plan<sup>131</sup> and the city's Joint Health and Wellbeing Strategy<sup>132</sup> demonstrate that there is both understanding of the impact that wider determinants have on health and wellbeing and a commitment to tackle the 'causes of the causes' of poor health (eg. the first outcome area in the Joint Health and Wellbeing Strategy is fundamentally about tackling the wider determinants of health).

The **impact** of these recommendations will be that Sheffield will have reduced health inequalities and a comprehensive approach to health and wellbeing, enabling people to live longer, healthier lives and contribute actively to the success of their families, communities and the city.

## **Inequalities in the health system**

The Fairness Commission's aspiration is to **reduce inequalities in the health system** by focusing investment and doing more to prevent ill health in the most deprived communities and those communities disproportionately affected.

**Evidence** shows that inequality and unfairness in health is partly due to wider socioeconomic factors but can also be due to inequity in access to services and inequity in the quality of services available. The Fairness Commission also received evidence which suggested that particular communities in Sheffield, for example BME communities and asylum seekers, often cannot access the health and wellbeing services they need, potentially delaying or preventing the treatment of health problems.

Sheffield must address the socioeconomic problems (the wider determinants) and the inequalities which disproportionately cause some communities to experience worse health and wellbeing outcomes than others. It is essential that the city is able to target services to the communities that experience the worst outcomes and that those communities are encouraged and supported with the information and services they need to resolve health concerns.

The Fairness Commission recommends:

- The HWB should **use the Joint Strategic Needs Assessment to better understand the equity of the health spend** in Sheffield
- The HWB partners from the Clinical Commissioning Group and Sheffield City Council must **ensure that health spending in the city is more fairly utilised** based on the relative needs of communities. This includes making services more accessible and appropriate to groups who currently underuse services.
- That there is a significant **increase in primary and community care** in Sheffield, particularly in the most deprived areas of the city delivered locally in accessible venues
- That the quality of health, care and public health services is of a **consistent, high quality** across all areas of the city
- Communities are supported with the necessary skills and information to recognise health concerns and have the confidence to seek advice and support from

health services. This should include **removing barriers to services** which are disproportionately experienced by some communities.

The **impact** of these recommendations would be that health and wellbeing resources are fairly allocated in Sheffield so that communities with the greatest health and wellbeing problems can access the services they need, are encouraged to report problems early and health inequalities in Sheffield are reduced.

## **Mental Health and Wellbeing**

The Fairness Commission's aspiration is that **Sheffield should have a positive approach to mental health and wellbeing and understand the links between good physical and mental health.**

**Evidence** shows there is currently an imbalance in per head of population spend on physical health care compared to mental illness, it is far greater for the former. It is estimated 23% of the population have a diagnosable mental health condition but only one fifth get help for it. Moreover, people with mental health problems are more likely to be in problematic debt. Nationally three children in every classroom has a diagnosable mental health disorder

The Fairness Commission recommends:

- **Supporting people to receive early diagnosis** to reduce the health inequalities experienced by those individuals and prevent other problems spiralling from the mental health issue, for example debt.
- **The diagnosis and treatment of mental wellbeing problems in children** needs to improve.
- That commissioners need to **increase the prominence given to mental health and wellbeing in commissioning plans**, to fulfil the aspirations around this area in the Health and Wellbeing Strategy. This should include moving existing resources from other areas of the health system to strengthen mental health and wellbeing services, particularly if this is likely to improve the prevention of mental ill health.
- That the **commissioning of services for the physical health care of people with mental health problems needs to be radically rethought**. This means the strengthening of the local evidence base in this area, and the re-prioritisation of resources from other areas of the health service.

The **impact** of these recommendations is that everyone with a mental health problem in the city will have access to diagnosis and appropriate treatment, including preventative interventions, as close to their own homes as possible. For those with severe mental health conditions the adoption of a recovery focus which values and empowers them is essential.

## **Carers**

The Fairness Commission's aspiration is that **carers should be supported in their own lives as well as in their caring responsibilities**. We are defining a carer as someone who "spends a significant proportion of their life providing unpaid support to family or friends. This could be caring for a relative, partner or friend who is ill, frail, disabled or has a mental health or substance misuse problem"<sup>133</sup>



**Evidence** shows that caring is more likely to be done by people in particular groups (women<sup>134</sup>; over 65s<sup>135</sup>; specific BME groups.<sup>136</sup>) and caring has a negative impact on carers physical and mental health.<sup>137</sup> It also shows many carers want and prefer to combine paid work and care.<sup>138</sup> Unsurprisingly young people who take on caring roles find it has an impact on their education. The 'With Carer Pass' was highlighted as an example of good practice.<sup>139</sup>

The Fairness Commission recommends:

- **All employers are encouraged to support carers to be in work**, for example through paid leave for carers and flexible working arrangements for all employees which would have particular benefits for carers.
- **All schools in Sheffield recognise, identify and support young carers** as a vulnerable group of young people who have a right to an education, aspiration and achievement and to ensure a successful career and adulthood.
- Making sure that the right level of **respite care** is available in the city.
- The city needs to **identify 'hidden carers'**, those people who take on caring responsibilities but have not been identified as a carer and therefore potentially missing out on support available to them. This should focus on young people and certain BME groups who are groups of people likely to have a greater proportion of hidden carers.
- The **'With Carer Pass'** should be extended to all carers caring for a disabled person.
- The **special needs of older lifelong carers** are recognised by commissioners and service providers.

The **impact** of these recommendations is that more carers can remain in work. Research shows paid leave (for both emergency and scheduled caring) can reduce staff turnover and absence, cutting employment costs. Flexible working benefits carers because it addresses the diversity of individuals' circumstances, rather than stereotyping them as problem employees. It is responsive to individual circumstances, and reduces resentment about 'preferential treatment'. The same research shows that employers can deliver effective support for carers, and that far from compromising their business objectives, providing the flexible approach which carers need brings impressive business gains.<sup>140</sup>

The impact for young carers will be that a greater proportion of individuals will be able to achieve the educational attainment levels and skills required to keep them in education or employment and reduce poverty and ill-health in later life. Identifying hidden carers will have a particularly beneficial impact on those young people and people from BME groups identified as a carer. The impact for older carers is that their exclusion from services will be overcome and they will receive the support they need, particularly at critical transition points in their and in their adult children's lives.

## ii. Fair Access to High Quality Jobs and Pay

The Commission's vision is that:

- Sheffield will be a fairer city when more Sheffield people are in **high quality work**.
- Sheffield will be a fairer city when the **youth unemployment** gap is reduced.
- Sheffield will be a fairer city when all employers in Sheffield have **working practices** which provide good jobs, equitable pay ratios and support employee wellbeing through work-life balance and flexible working.
- Sheffield will be a fairer city when everyone in work is **paid at a level that covers the cost of living**, including being able to take part in social activities.

### Jobs

The Fairness Commission's aspiration is that a **greater proportion of the people in the city have access to good quality jobs in which they can earn a fair income and support their families**. If we want to be a fairer city with more people able to access jobs, the Commission believes that it is crucial that we target support at those in greatest need and in this case, it is those people who have been out of work for a long time.

The **evidence** demonstrates that whilst the recession has had a profound impact on the number of people out of work in the city, there are a large number of people that have been unemployed for a considerable time. People who have been out of work for a year or more start to de-skill and are increasingly affected by issues such as deterioration in mental wellbeing.

It must be emphasised that job creation is not just about supporting people to have the right skills to take up job opportunities – it is about the city supporting and creating a dynamic economic environment in which businesses can grow, innovate and increase their productivity and competitiveness. In short, Sheffield needs more businesses, more competitive businesses, growth in high value sectors and to harness the people and physical assets of the city to help the economy grow and create more jobs.

The Fairness Commission recommends:

- Supporting the draft Economic Growth Strategy and urges the city to accelerate delivery of the Strategy's proposals to enable the city's businesses to create **more good jobs**.
- Supporting Sheffield's Employment Strategy and recommends that the Strategy's plans to **tackle the barriers faced by those most excluded from the jobs market** are prioritised and scaled-up to involve more people, more quickly.
- Sheffield City Council should explore with Government **devolving control over the Work Programme** to enable local partners to manage the delivery of the programme. This would ensure fairer outcomes for local people and hold private contractors of the Work Programme to account.
- Proposing to Government a sustainable, incentive-based model whereby **Sheffield is able to retain a proportion of the savings resulting from reducing the number of people in need of benefit** as we support people to access jobs. This money would then be reinvested in supporting those most in need to gain the skills, experience and support (transport, childcare etc) needed to access and remain in sustainable employment.

- The Local Enterprise Partnership should produce an **annual Competitiveness Report** which assesses the competitiveness of the city region as a place for business to start and grow up.

The **impact** of these interventions will be to reduce the unfairness and exclusion from employment that those who have been out of work for a long period of time face in Sheffield. Tackling the barriers faced by those most excluded from the jobs market could have a significant impact on disabled people and people with long-term conditions.

## Youth unemployment

The Fairness Commission's aspiration is to **reduce the youth unemployment gap** – the gap between the unemployment rate for 18-24 year olds and the unemployment rate for all ages. The Commission recognises that there are a wide range of factors which inhibit some young people in Sheffield from accessing work and believe that we should seek to support people to be 'work ready' so that they can take job opportunities.

There is ample **evidence** of the impact that the recession has had on young people accessing jobs. Numbers of young people out of work or Not in Education, Employment or Training have been exacerbated by the recession and young people are now remaining on Job Seekers Allowance for much longer. Studies have shown that periods of long-term unemployment (12 months or more) can have profound implications for the life chances of young people.<sup>141</sup>

Sheffield's Employment Strategy recognises the need for young people to have access to work experience and take the first steps into employment. The Fairness Commission agrees with the analysis and proposed actions in the city's Employment Strategy and recommends its implementation.

The Fairness Commission recommends that:

- **Sheffield should implement a citywide programme of work trials / placements / apprenticeships for young people, targeted at those in the greatest need by summer 2013.**

The **impact** of this intervention will be more young people being able to access the workplace and to build a foundation for their future working lives. This would benefit young people in groups disproportionately affected, for example young BME people.

## Working Practices

The Fairness Commission's aspiration is for all employers in **Sheffield to have working practices which provide good jobs, fair access to all groups in the city, equitable pay ratios and support employee wellbeing through work-life balance and flexible working.**

**Evidence** received by the Commission has indicated that people from deprived communities are often trapped in 'poor' work with low pay, poor working conditions, long hours and job insecurity. There is also a significant cost to businesses and society due to pay inequality in the workplace.<sup>142</sup> There is also an impact on specific groups such as people with disabilities, older people, migrant workers and the unequal work place outcomes for men and women.

The Fairness Commission recommends:

- **Pay ratios should be modest and transparent.** It is sensible practice to have different levels of pay for staff based on seniority and experience. However, the gaps should be modest, realistic and transparent.
- All employers to observe good practices with regard to the **prevention of discrimination** to ensure that their workforce represents the diverse makeup of the city. Existing national codes of good practice, such as the Mindful Employer, should be adopted.
- The Fairness Commission supports the actions identified in the Employment Strategy and **recommends that the activities to improve the health and wellbeing of people in work are expedited.**
- The **Health and Wellbeing Board should play a stronger, leading role in addressing the wellbeing issues associated with work**, developing a closer relationship between primary care providers (especially GPs) and employers to reduce incidence of long-term sickness and help those experiencing unemployment due to ill health or disability to access suitable employment and the opportunities that employment brings.
- Expedite the development of the Health and Work plan for Sheffield.
- The Fairness Commission supports the actions identified in the Employment Strategy and **recommends that the activities to improve the health and wellbeing of people out of work are expedited.**<sup>143</sup>
- That Sheffield introduces a voluntary ‘**Fair Employer**’ code of practice which organisations and businesses in the city would be encouraged to adopt as a demonstration of their commitment to fair and equitable working practices. This would encourage annual reporting on the:
  - proportion of employees on or above the living wage
  - proportion of employees who underwent training in the past year
  - proportion of employees who have had health screening in the past year
  - top salary as a multiple of the bottom salary
  - organisational policy on bonus levels
  - a representative, diverse workforce both at operational and management level
  - safe working practices and environment

The **impact** of these recommendations will be fairer, more equitable pay for people in Sheffield; better health and wellbeing for employees, with businesses benefitting from healthier, more productive employees; better quality employment options and working conditions for all people in Sheffield.

## **Level of Pay**

The Fairness Commission’s aspiration is that **everyone in employment in Sheffield should be paid at a rate to cover their basic costs of living.**

Low pay has been described as being “pervasive” in Britain and **evidence** states that the gap between the national minimum wage and the wage need to cover the essentials has widened in recent years, especially for families with children in the past two years.<sup>144</sup>

The Fairness Commission recommends that:

- A **Living Wage** is paid to all employees in the city. The aspiration is that the public sector (including the employees of contractors) should look to do this as soon as possible and show substantial progress by 2015, with all employees in the whole of the city included by 2023. As the commitment to fairness must be city-wide this recommendation includes all sectors of the economy – public, private, voluntary and community, and it also applies to the staff of any contractors. Sheffield should use the figure calculated by the Centre for Research in Social Policy at Loughborough University. Their research uses public views about what is an acceptable minimum standard of living and they calculate that the Living Wage outside of London is currently £7.45 per hour. The figure is based on detailed research into the level of income required to be able to pay for physical needs like food, heating and clothes, as well as to participate in a minimum level of social activity. The calculations are updated every year to take account of inflation. Further details on the methodology can be viewed on the Minimum Income Standard website.<sup>145</sup>

The Commission is delighted that the City Council has recently announced the introduction of living wage for its staff. We think that this should be seen as the start – our ambition is for Sheffield to become a living wage city in which everybody earns enough to cover the basic costs of living.

The **impact** of increasing the pay for those on low wages will clearly be beneficial for the individuals affected as it will increase their income. Research provides evidence of the positive effects for individuals and for employers.<sup>146</sup> The Fairness Commission heard evidence from the Greater London Authority that commissioned independent research<sup>147</sup> on the impact of the Living Wage in London. This found “clear evidence that employers benefited across a wide range of areas after implementing the London Living Wage. ....The most significant impact noted was recruitment and retention, improved worker morale, motivation, productivity and reputational impacts of being an ethical employer.” For example, more than 80% of employers believed that the London Living Wage had enhanced the quality of the work of their staff. Lower rates of absenteeism and sick leave were also seen as an important benefit of adopting the London Living Wage. Psychological wellbeing was also higher. The idea of the Living Wage was one of the most frequent suggestions made in submissions to the Commission and at a public event the Commission held on 8th September.

### iii. Fair Access to Benefits and Credit

Poverty and low incomes have a significant effect on inequality in Sheffield. The Commission's vision on income inequality and social security is that:

- Sheffield will be a fairer city when people who are living on **social security** benefits and pensions are aware of how the changes in the social security system will affect them, and what their options are for preparing for the impact of those changes. Fairness will be increased when **benefits are set at a level to enable people to at least cover their cost of living**, including being able to take part in social activities.
- Sheffield will be a fairer city when people experiencing crises have access to the support and **advice** they need to resolve their problems.
- Sheffield will be a fairer city when people are enabled to manage day-to-day, large and unexpected expenses essential to daily living without reliance on **expensive credit**.
- Sheffield will be a fairer city when every person in the city is able to obtain affordable and healthy **food**.
- Sheffield will be a fairer city when everyone in the city can afford to keep their **home warm**.
- Sheffield will be a fairer city when **those claiming social security benefits to which they are entitled are not stigmatised** for doing so and fraudulent claims are eliminated.

#### Social Security

The Fairness Commission's aspiration is that **people who are living on social security benefits and pensions in Sheffield should be aware of how the changes in the social security system will affect them, and what their options are for coping with those changes.** The Commission also believes that, where people have no choice but to claim benefits, **these should be set at a level to enable them to cover their basic living costs (including participation in social activities).** We agree with the United Nation's Universal Declaration of Human Rights that social security in times of need is a basic human right.

An initial estimate suggests that the Government's changes to social security will mean at least £180m less coming in to the city per year and not getting to the poorest people in the city.<sup>148</sup> **Evidence** received suggests these changes will impact severely on the bottom half of the income distribution, people who are disabled, people from BME groups, and those with children. Anecdotal evidence strongly suggests that there is very little awareness at the moment amongst those who will be affected.

The Fairness Commission recommends:

- There should be **extensive communications to raise awareness of welfare reforms** amongst those households and organisations affected. This could link in with the wider Campaign for Fairness to raise awareness amongst the population as a whole (see p.61). It also needs to try to combat the stigma that attaches unfairly to claiming social security benefits.
- **Government should be made aware of the impacts of its welfare reform programme on the city.**

- **Sheffield should work with other cities**, for example through the Core Cities Welfare Reform Group to develop alternative proposals that ensure people in need receive adequate benefits and pensions. Ideas should also be pooled on how to combat stigma in social security.
- Developing a **city wide approach to digital inclusion**, with the aim of making digital use a routine part of everyday life for everyone in the city within 10 years so that they can maximise the social, educational, economic and civic opportunities it offers. With a focus on addressing the 'digital divide', this approach should have three aspects; using the most appropriate technology for individuals; ensuring affordable access to, and use of the internet; enabling people to have the skills and confidence to be active users not just recipients of online services.

The overall **impact** could be to reduce the likelihood of people facing crises as a result of welfare reforms. The impact of targeted and intelligent communications could help those individuals to prepare for the impacts of welfare reform, and would also raise awareness amongst staff in public and voluntary sector organisations across the city whose services will be in greater demand as a result of the changes. For example, communications would target tenants in private rented accommodation and those from BME groups who will be affected by welfare reform and who may require specifically tailored and sustained communications. Alternative proposals, if agreed by Government, could help reduce the impact of the changes on families and individuals. A city-wide approach to digital inclusion would enable organisations to connect with people in different ways and to provide services more effectively. It would also provide economic benefits for the city.

## Support and Advice

The Fairness Commission's aspiration is that **people experiencing crises have access to the support and advice they need to resolve their problems**. Although the Fairness Commission's ambition for Sheffield is that everybody should be able to achieve their full potential, and live a life free from poverty, deprivation and barriers to participation, it is recognised that there will always be some people who experience financial crises in their lives. For these people, access to free, impartial, timely and high quality social welfare and legal advice is critical to helping them resolve issues before they become unmanageable and to emphasise their right to social security.

**Evidence** shows money invested in debt advice increases income for the city's poorest by at least five times as much as the investment. In the current economic climate it is vital that those who are entitled to social security benefits and pensions actually receive them.

The Fairness Commission recommends that:

- The city **continues to support and strengthen the provision of general and specialist advice across a number of themes including debt, housing, threats of violence, immigration, and benefits**.

For advice provision to be most effective and have the greatest impact, the Fairness Commission recommends that, in addition to continued financial support for advice, providers and commissioners of advice ensure that:

- Advice is available for anybody in the city who needs it
- Advice is available through a range of different channels — including telephone, on-line and face to face provision

- Specialist face to face advice and casework is targeted at those with the most significant needs
- It is provided in accessible places and ways
- That advice is available whenever people need it
- That advice is of high quality

The Commission notes that advice is unlikely to be effective on its own. There is a clear need for such provision to be linked effectively to other forms of support for people in crisis across the public and voluntary sectors. This could take the form of financial support through a properly functioning welfare system, or support to address other issues in their lives (such as health, including mental health, or education). Therefore, the Commission recommends that advice providers and other organisations work together to provide a joined up menu of support for people in crisis, regardless of ‘entry point’ to the system.

The **impact** of this recommendation will mean more people will be able to resolve crises and issues in their lives before they escalate and become unmanageable, leading to positive outcomes for them, their families and the wider community.

## Credit

The Fairness Commission’s aspiration is that **people can better manage their day-to-day, large and unexpected expenses essential to daily living without relying on expensive credit.**

**Evidence** presented to the Commission demonstrates a significant level of use of high-cost credit in the city, for example based on national figures between 20,500 and 30,000 adults in Sheffield, largely from excluded communities, will use doorstep lenders.<sup>149</sup>

The Fairness Commission recommends:

- The city establish an ethical and affordable **loan scheme** for people who do not meet the Credit Union’s criteria, and who have no alternative but to accept high interest loans.
- That **work is undertaken into the size and type of the market for affordable credit** in Sheffield, with a particular focus on high cost, rapid decision, short term finance (such as payday loans) both for individuals and small businesses. It would also cover credit provided directly by retailers. This work would look at solutions tried elsewhere and which could be most successfully applied in Sheffield. On the basis of this, develop innovative new provision for ethical, affordable credit, competing with this new high-cost credit market. This should be complementary to the loan scheme described above..
- Individuals in the city join **Sheffield Credit Union**, and organisations and business promote membership amongst their employees. Tackling inequalities is the job of everyone in the city and becoming a member of the Credit Union, which is a not-for-profit organisation that exists solely to benefit people in Sheffield, is one way of doing this.
- **Money management skills and financial capability** are included as part of the school curriculum in all Sheffield schools. This could draw on the work the National Institute of Adult Continuing Education have done and be part of the Cutlers “Made in Sheffield” curriculum programme.



- **Preventative work to help people manage their money effectively should be supported.** The Commission also recognises the value of current work in the city which supports individuals and families in budgeting skills and recommends that such work should be supported wherever possible in the future.

The **impact** of these recommendations would help those individuals who are unable to access mainstream credit to borrow money at affordable rates. They will also support people to manage their money by improving financial capability and help reduce the need to use high cost credit. Research suggests that the main impact of school financial education is actually in the longer term as it improves behaviour in adulthood.<sup>150</sup>

## Food

The Fairness Commission's aspiration is that **everyone in the city should have access to adequate nutritious food, and to the skills and facilities to cook and eat their meals.**

**Evidence** demonstrates increasing numbers of people are unable to access enough food to feed themselves and their families. The number of food banks in the city has risen from 3 in early 2010 to 11 in October 2012. National evidence shows that the poorer people are, the worse their diet, and the more diet-related diseases they suffer from<sup>151</sup>.

The Fairness Commission recommends:

- The city should support **food banks and other providers of emergency food relief.** A fair Sheffield would have no need for food banks, but it is clear that they provide temporary respite for people in crisis.
- Establishing more **schemes and sustainable projects run by local people** for themselves such as co-operatives and 'grow, cook and eat' projects. (These projects are about using land that is available and communities and people learning the skills to cook nutritious food.)
- The city should establish a mechanism to **redistribute decent, edible food**, which would otherwise be disposed of, to people who are in food poverty. This would involve working with local traders, supermarkets and food distributors and could involve social enterprises.
- The city's **Food Plan is updated** to reflect the Commission's recommendations. As with many of the Commission's recommendations this is not just about one agency or organisation taking action. It will require a number of organisations to play a role.

In line with the Commission's principle on **prevention** it will also be important to tackle some of the underlying causes of food poverty. This links to other recommendations the Commission is making on 'support and advice' recognising the work that advice and support providers are carrying out to help people to ensure their benefits flow smoothly. It also links to the recommendations on 'social security' and part of the city's discussions with government on welfare should urge government to address the systemic problems in delivering benefits. It also links in with the recommendation covering financial capability.

The **impact** of these recommendations would be to prevent hunger and malnutrition for individuals and families. Learning the skills to cook simple meals which are cheaper, nutritious and easy to prepare will help people to maintain a healthy diet and support independence as services are reduced.

## Fuel Poverty

The Fairness Commission's aspiration is that everyone in the city can afford to keep their home warm.

National **evidence** shows that 19% of households are in fuel poverty. Those with a disability or long-term illness and people aged 60-74 are affected more than other households. In terms of housing tenure those in private rented accommodation are most likely to be in fuel poverty.

The three key elements in determining whether a household is fuel poor or not are:

- Income
- The need for fuel
- Fuel prices

The Fairness Commission has made other recommendations concerning income. The focus of this section is on increasing the efficiency of energy use, but recognising that action on fuel prices is required. A household's need for fuel can vary with a range of factors, for example the number of people in a household, the efficiency of their home, and how much time is spent at home. The Commission acknowledges that physical improvements are not possible for all households.

The Fairness Commission therefore recommends:

### **Need for fuel**

- Households should be supported to use energy more efficiently through access to information and advice tailored to their specific needs.
- Sheffield should look to raise the average efficiency levels of residential properties year on year through physical improvements, focusing on improving the least efficient properties first.

### **Fuel prices**

- The City should investigate the benefits of having a collective switching scheme to help households reduce their energy bills.

The **impact** of these recommendations will be to take people in Sheffield out of fuel poverty. This will be particularly beneficial for people with a disability or long-term illness, those aged 60-74, and people in private rented accommodation.

## iv. Aspiration and Opportunities for All

The Commission's vision is that:

- All Sheffield children will have a **good early years experience**.
- People in Sheffield are able to achieve their **educational potential** regardless of structural barriers such as poverty, poor housing or discrimination.
- All Sheffield **people** should be supported to achieve their aspirations in life.
- All **parents have the skills and knowledge** they need to support their children to achieve their aspirations.
- Aspirations and opportunities are encouraged and supported for everyone across the life course.

### Successful Early Years

The Fairness Commission's aspiration is for **all Sheffield children to have a good early years experience**. A child's early years (0-5 years old) experience and development are central to their life chances — therefore getting this right is a necessity if all the other recommendations of the Commission are going to succeed.

Early years experiences go on to impact on every area of life and many children and babies in Sheffield already experience positive early years. However, the Commission heard **evidence** that for some children in the city this is not the case, leading to long-term inequalities. Early years attainment is particularly inequitable in Sheffield, with the bottom 20% performing considerably worse than the remainder of the Foundation stage cohort.

The Fairness Commission recommends:

- Sheffield should **prioritise proven Early Years interventions** which support parenting and provide a high quality Early Years experience for all children.
- The city should provide access to **affordable, high quality, culturally sensitive childcare** from a range of providers in the maintained, community and private sectors which places the child at the heart of the service
- Sheffield should focus especially on understanding the causal factors and needs of the **bottom 20% of children at Foundation stage** and use this information to inform interventions to improve their attainment
- Sheffield should increase the focus on the **communication and personal, social and emotional development skills** of children and families.

The **impact** of these recommendations will be to improve Early Years experiences which will have a positive impact on a range of life chances and outcomes for children. The recommendation on childcare will help reduce the barriers for parents to study or work.

### Structural Barriers to Achievement

The Fairness Commission's aspiration is that people in **Sheffield are able to achieve their educational potential regardless of structural barriers**. These barriers can include cultural and institutional factors. Examples include where a person lives in the city, their household income, what their cultural background is, and what kind of housing they live in and whether they are disabled or have caring responsibilities.

**Evidence** suggests there are some barriers wider than one person's choices – structural barriers – though individuals can be supported to overcome them. Major structural barriers to educational potential, and therefore wider life chances, include poverty, poor housing, caring responsibilities, and discrimination as a result of gender or cultural background<sup>152</sup>. Recommendations to improve some of these factors are included in other chapters. The section focuses on specific actions that Sheffield organisations can take to reduce these barriers when they apply to education and learning.

The Fairness Commission recommends:

- That the **Pupil Premium be specifically targeted to support disadvantaged children to reach their educational potential** and reduce inequalities that they face. The Pupil Premium currently comprises £600 for every child who is eligible for Free School Meals or who is looked after by the local authority. The Fairness Commission recommends that this money is used in a way that supports individual children by recognising the specific barriers they face and addressing those barriers in order to bring their educational involvement and attainment in line with their more advantaged peers.
- All young people who face significant structural barriers are given additional community or home based **academic support** to allow them to excel.
- All organisations in the city should consider how they can **reduce structural barriers to education when they allocate resources**, and check regularly to ensure that those barriers really are being reduced. One example of the effective use of resources to break down structural barriers is the Whole Household Approach that the main public sector agencies in the city have begun to use for some projects. This approach recognises that most families in need face complex and interrelated problems that respond best to support that takes all members of a household's needs into account, and assigns a key worker who can help them access the most appropriate services and support.

The **impact** of these changes would be better educational outcomes and life chances for disadvantaged students in Sheffield. This will help reduce the gap in achievement between children eligible for Free School Meals and children from specific BME groups with the city average. These recommendations and the other recommendations in this section need to include, and apply to all children and young people, for example by including children and young people who attend 'special' segregated schools.

## **Aspirations**

One of the Fairness Commission's goals is that all Sheffield people should be supported to achieve their aspirations in life.

The Fairness Commission heard compelling **evidence** that although young people from poorer backgrounds tend to do less well at school, they have the *same* high levels of aspiration as other children in the city, but very often they do not know *how* to achieve these ambitions. There is also evidence that the point of entry to secondary school (ages 11-12) is a crucial time as young people's aspirations tend to drop off from this point.

The Fairness Commission recommends:

- Introduction of a **peer mentoring scheme** for 11-12 year olds, pairing younger children with older peers who have succeeded in meeting their ambitions (particularly around participating in further or higher education).

- Carefully designed **extra-curricular activities** – based around existing Extended Schools programmes – to encourage young people to participate in new things or to introduce new ideas. These need to be designed so that they are relevant to young people’s lives, and that they reinforce the link between achievement in school and in later life.
- The focus of existing activity relating to aspirations, such as information, advice and guidance should shift to be **much greater on 11-12 year olds**.
- The city should encourage and support people to **continue learning, training and being mentally active throughout their life**. Employers should be encouraged to provide continuous training.

Parents have an enormously beneficial part to play in helping young people meet their aspirations and this is covered in more detail in the recommendation below.

The **impact** of these recommendations would result in young people being equipped with the skills they need to make the right life choices and the right educational choices to fulfil their ambitions. There is evidence that the interventions may be successful in maintaining levels of aspiration and in helping young people to achieve these ambitions. Life long learning can make the ageing process a positive one, rather than a negative one.

## Parental aspirations

One of the Fairness Commission’s goals is that **all parents should have the skills and knowledge they need to support their children to achieve their aspirations**. The Commission believes that, by and large, Sheffield parents are aspirational for their children, but some parents need additional support to help their children achieve these aspirations.

The **evidence** heard by the Commission does not support the commonly held belief that parents and young people from more deprived backgrounds have lower aspirations than those from other backgrounds. The evidence stressed that the real difficulty for many children was in knowing how to fulfil their ambitions. Rather than raising aspirations in order to raise attainment, there is a real need for children and parents to be offered support to learn more about educational and career options so they can make more informed decisions about their future.

As a consequence, the Commission believes that interventions seeking to involve parents by simply directing resources into raising their aspirations in order to raise outcomes are unlikely to be successful. Indeed, given that poorer children (and their parents) generally have high aspirations and positive attitudes to education already, attempting to raise these further misses the point that high aspirations alone are not enough. It is more likely that success will result from interventions that enable and encourage parents actively to engage with their child’s learning and the education system more generally.

Because of the challenging nature of the issue, the Commission has decided not to make recommendations about particular interventions for Sheffield on this topic. Instead, it recommends that a set of interventions should be developed by the city that have the following key features:

- ensuring parents are willing/able to put in the necessary time and effort;

- parents and facilitators who genuinely collaborate, maintaining a two-way exchange of information;
- flexible models of working in partnership with parents in different contexts;
- using facilitators from the same community as the parents;
- well-structured programmes with a high level of ongoing support for parents to minimise drop-out rates;
- and interventions working beyond the school and home, and making use of other settings.

The **impact** of this would be that all children and young people in the city, regardless of socio-economic background, receive the encouragement and support that they need to succeed.

## v. Housing and a Better Environment

The Commission's vision is that:

- Sheffield will be a fairer city when **everyone is able to afford to live in a decent quality home** that meets their needs.
- Sheffield will be a fairer city when people in Sheffield are not adversely affected by **poor air quality**.

### **Affordable and Decent Quality Housing**

The Fairness Commission's aspiration is that **everyone is able to afford to live in a decent quality home that meets their needs**. Meeting the needs of people would include, for example, sufficient bedrooms for large families and suitable accommodation for a disabled person.

The **evidence** shows that the scale of house building in general has fallen substantially. The number of new completions has fallen from a peak of 2,882 completions in 2007/8, to 919 in 2010/11.<sup>153</sup> The biggest barrier to home ownership is now the level of deposit required to secure a mortgage, and first time buyers and home owners with little equity in their home are being affected the most.<sup>154</sup> In 2009 45% of the private rented sector was classed as not meeting the 'decent home' standard.<sup>155</sup> A quarter of private rented properties also have a hazard that poses a considerable risk to the health and safety of the people living there.<sup>156</sup>

The Fairness Commission recommends:

- **Increasing the quantity of housing** by
  - exploring **new delivery models** including using public sector owned land to allow developers to build now and pay the land receipt later
  - **Reallocating a large amount of land for housing** that was previously designated for industry and business to provide developers with more choice of sites.
- Increasing the quality of housing in the city by seeking the power from Government to introduce a **compulsory property accreditation scheme**, covering all privately rented properties in the city. This would require anyone wishing to rent out a property in the city to register the property and the property would have to meet the existing legal standards. The scheme would also ensure that an applicant was a 'fit and proper' person to be a landlord, and could for example include a criminal record check. The scheme should be self-financing. In advance of this power becoming available organisations in the city should work to improve the quality of housing in the private rented sector.
- **Making housing more affordable** by:
  - Developing **mortgage deposit support** targeted at first time buyers who may be in a position to obtain a mortgage but are unable to save the required deposit.
  - Exploring new models such as **Rent Before You Buy**
- The Council, Registered Housing Providers and the private sector as the three major interested parties should meet regularly to **identify issues and solutions to 'unlock' potential housing sites**.
- **The design of new homes** needs to meet the changing needs of Sheffield's communities and reflect the increasing ethnic diversity and ageing of Sheffield's population. This would be informed by the Housing Market Assessment which

will establish the housing needs of our residents and the types of housing that is needed in the city as well as by the previous Government's **Lifelong Homes, Lifelong Neighbourhoods strategy**.

- Providing tenants with tailored support to reduce the risks of eviction along with advice and assistance to help prevent **homelessness**. For those people who do become homeless the city should increase the supply of good quality, safe and well managed homes in the private rented sector and provide a range of supported accommodation options for homeless young people who are unable to return home.

The **impact** of these recommendations would be to have high quality new homes in the right places which will enhance labour mobility and facilitate future local economic growth.<sup>157</sup> Ensuring that all privately rented property meets the minimum standards would make tenants safer and enable them to have a better quality of life, especially in relation to their health. Home ownership would be more affordable for a greater number of people.

## **Air Quality**

The Fairness Commission's aspiration is to improve air quality in Sheffield and so improve people's health and wellbeing.

The **evidence** shows that poor air quality is estimated to account for up to 500 premature deaths per year in Sheffield with health costs of around £160million per year.<sup>158</sup> Furthermore, there is research evidence of a 'triple jeopardy' with low socio-economic status being associated not only with greater risk of exposure to environmental pollutants, but also with increased susceptibility to health damage from such exposures.<sup>159</sup>

The Fairness Commission recommends:

- **Reducing the air pollution impact of the M1 motorway** around Tinsley, an urban area of significant deprivation which experiences high levels of air pollutants. This should take the form of a reduced speed limit, particularly when air pollutants are expected to be elevated, such as at peak traffic times or in certain weather conditions. Management of the M1 is not the responsibility of the city, so Sheffield would need to influence the Department for Transport to implement this recommendation.
- **A Low Emission Zone for Sheffield**. This is a specific geographical area, subject to enforcement powers, where operators of vehicles must comply with a specified low emissions policy. The zone would encourage operators, particularly of heavy diesel vehicles such as lorries and buses (which have disproportionate effect on the level of harmful emissions in the city), to move to alternative fuel sources and improve engine performance vehicles.
- Supports the other actions set out in Sheffield's Air Quality Action Plan and recommends that the planned revision of the **Air Quality Action Plan should include strong measures** to encourage the use of walking, cycling and public transport, discourage the use of private motorised transport, and develop a low-emission refuelling infrastructure.

The **impact** of these recommendations would be to improve air quality and reduce the associated negative health effects of poor air quality. Greenhouse gas emissions would also be reduced.



## vi. A Safe City

The Commission's vision is that:

- Sheffield will be a fairer city when **crime and the fear of crime in Sheffield is reduced**, and offenders should be given the opportunity to change their behaviour through appropriate support.
- Sheffield will be a fairer city if all of Sheffield's **residential streets are safe** and allow people to walk and cycle with confidence.

### Crime prevention and rehabilitation

The Fairness Commission's aspiration is that **crime and the fear of crime in Sheffield is reduced, and offenders should be given the opportunity to change their behaviour through appropriate support. The victims of crime must be supported.**

**Evidence** shows certain communities in Sheffield are disproportionately affected by criminal behaviour, with those communities having the highest levels of deprivation tending to have the highest levels of offenders and also the highest levels of victims of crime as offenders will usually commit crimes in areas already known to them.

The Fairness Commission recommends:

- Sheffield should seek to use '**justice reinvestment**' to allow it to focus on rehabilitation and prevention. Justice reinvestment<sup>160</sup> is the idea that by taking control of custody budgets for short term offenders, this funding can be refocused on initiatives that prevent offending in the first place and rehabilitate offenders so that they do not go on to commit more crime.
- Justice reinvestment models enable local service providers to resource interventions in the nine social causes of crime identified by the Social Exclusion Unit in 2002 and have been shown to reduce offending rates in the US.<sup>161</sup> They are currently being piloted in the UK in relation to youth offenders. The commission recommends that Sheffield uses the Localism Act to **request the devolution of the custody budget for short term offenders from Sheffield.**
- The city's **Building Successful Families programme**, which takes a whole household approach to helping families with the most significant problems (including crime and anti social behaviour issues), should be supported. If evaluation indicates that this approach is successful in reducing levels of criminality then the Commission recommends that the city should continue funding the programme beyond its 3 year life cycle (potentially using any funding devolved as part of the Justice Reinvestment approach).
- For lower level crimes **restorative justice** methods (such as the city's successful Community Justice Panels) should continue to be supported as these types of intervention lead to lower re-offending rates for first time offenders than is achieved through the traditional criminal justice system, as well as providing significantly better outcomes for the victim of the crime.
- In all aspects of the criminal justice system the need to **support victims** must be recognised.
- All organisations and services in the city have a responsibility in relation to **domestic abuse**. This includes recognising the impact of domestic abuse and responding appropriately. It should include implementing in full recommendations from the Strategic Review of Domestic Abuse in the city and ensuring that all

partners including the Council and the Clinical Commissioning Group continue to adapt services and improve access to create a seamless service. This would include improving the quality of safe accommodation and increasing the amount of preventative work.

The **impact** of these recommendations would be reduced offending levels and fewer people becoming involved in offending. The justice reinvestment approach would also provide better value for public sector investment.

## **20mph speed limit on all residential roads**

The Fairness Commission's aspiration is that **all of Sheffield's residential streets are safe for pedestrians and cyclists.**

**Evidence** shows the introduction of 20mph zones was associated with a 41.9% reduction in road casualties. The highest impact on reductions in those killed or seriously injured and casualties was amongst young children.<sup>162</sup> A 20mph speed limit may also lead to increased levels of walking and cycling, which reduce the risk of obesity and heart disease.<sup>163</sup> Some evidence suggests that lower speeds produce fewer emissions<sup>164</sup> and have little or no impact on average journey times.<sup>165</sup>

The Fairness Commission recommends:

- **A default 20mph speed limit for all residential roads in the city.** The Commission notes that this has begun to happen in Sheffield. In line with the Commission's principles it should focus first on the areas in greatest need, in other words the areas that have the worst accident rates for pedestrians and cyclists. This would need to be supported by a programme of education and publicity work.

The **impact** of this recommendation would be a reduction in the number and severity of road accident casualties and an improvement in public health. As well as being safer it would also make our streets more pleasant for residents.

## vii. Transport for All

The Commission's vision is that:

- Sheffield will be a fairer city when it has one **integrated, affordable and high quality public transport system**.
- Sheffield will be a fairer city when **young people** have good access to public transport.
- Sheffield will be a fairer city when **isolation** for people who are unable to use regular public transport is **reduced**.

### One public transport system

The Fairness Commission's aspiration is for **Sheffield to have an integrated, affordable, and high quality public transport system**.

The Commission heard **evidence** that following deregulation bus companies are able to run whichever services they choose and decide the fares they will charge. As private companies, their main priority is to make a profit overall, rather than meet the needs of local people. Separate fares and tickets for each operator can be potentially confusing and inconvenient for passengers. The deregulated system can result in intense competition on profitable routes and reduced services on less profitable routes.

It is the Commission's belief that a deregulated bus market is not beneficial to the city.

The Sheffield Bus Partnership began at the end of October 2012. It comprises South Yorkshire Passenger Transport Executive, Sheffield City Council, First Group, Stagecoach, TM Travel and Sheffield Community Transport. This is a Voluntary Partnership for a minimum of 5 years. It offers a stable network and matching demand to resource more consistently, with affordable and more understandable ticketing.

The Fairness Commission recommends:

- The **Voluntary Partnership needs to quickly demonstrate an increase in fairness and a reduction in inequalities in the city**, with progress to be assessed as part of the Fairness Commission's Annual Review in 2 years time.
- If sufficient progress is not made the city should move to a **franchise model**. This approach would see a franchised network of bus services put in place following a tender process.

The **impact** of the franchise model includes a more simple and equitable ticket scheme and changes to the bus network only taking place once a year. A single network brand would improve marketing and removing confusion. There would be complete public transport co-ordination and integration and the benefits would be equally applied across the entire area, rather than some areas being favoured through competition promotions.<sup>166</sup>

## Young People and Public Transport

The Fairness Commission's aspiration is for **public transport to be more affordable for children and young people.**

The Commission heard **evidence** that young people rely heavily upon public transport as their primary means of getting around independently. A simple, flat and consistent offer on child fares has been found to be more important for young people than the actual fare level.<sup>167</sup>

The Fairness Commission recommends

- A **'day saver ticket' for children and young people** in Sheffield that would provide unlimited bus and tram travel. The evidence from Passenger Transport Executive Group suggested that a capped daily fare is particularly beneficial as it means that families no longer have to restrict the journeys they are making in order to save money, making it more likely that young people will be able to access valuable opportunities outside of school.<sup>168</sup>

The **impact** of this recommendation would be an increase in the number of journeys children and young people make on public transport. This could provide more education, leisure and social opportunities for young people.

## Reducing isolation through transport

The Fairness Commission's aspiration is to **reduce isolation for those people who are unable to use regular public transport on their own.**

**Evidence** shows that public transport is not available or appropriate for everybody. Some people are at risk of isolation simply because they live where there is not a public transport service. Some people are at risk of isolation because getting to the bus stop and then getting on a bus unaided is not possible, regardless of how close to a bus route they might live. Simply getting from A to B can be an ordeal for older people and transport improvements would have a positive impact on the life of disabled people.

The Fairness Commission recommends that

- The city **increases the provision of transport options for people unable to use regular public transport over the next 5 years.**

The recommendation is about increasing the capacity for a range of different options. Some options will be more appropriate for different individuals depending on their personal need and preferences. Examples of what the options should include are:

- **Community Transport** which provides Door 2 Door services. These are designed for people who cannot use public transport to travel around. Each service will pick an individual up from their home and take them around their local area and beyond.
- The **Community Car Scheme** is a team of volunteers who drive people to different places. It is for individuals or small groups of people who can get in and out of a car.

- **Travel Training** is about individuals learning how to travel on their own. This could be using a bus, tram, train, taxi, walking or cycling. Travel Training includes making sure individuals have the skills and information to travel safely.
- **Travel Buddies** are volunteers who will support disabled and older people to travel by themselves if they have low confidence or if they have just completed travel training and want some more support while practising their skills.

Some of these options could be provided by social enterprises.

The **impact** of these recommendations would be to reduce isolation for those people who are unable to use regular public transport. Being able to travel offers greater opportunities for people in terms of employment, education, leisure and health care.

## viii. What Citizens and Communities Can Do

The Commission's vision is that:

- Sheffield will be a fairer city when people are **aware of the inequalities** in the city and they support and take action to tackle them.
- Sheffield will be a fairer city when **people and communities have a greater role** in designing and delivering services.
- Sheffield will be a fairer city when all its citizens and communities are supported and empowered to enable them to be more **active and resilient**.

### **A Campaign for Fairness: The City of Fair Play**

The Fairness Commission's aspiration is that the **people of Sheffield should not only be aware of the inequalities that exist in the city, but that they should be encouraged to support and take action to reduce these inequalities.**

**Evidence** shows that there are also some widely believed myths that can harm the case for reducing inequalities. Anecdotal evidence also suggests the knowledge of inequalities in the city could be improved greatly.

The Fairness Commission has not made any specific recommendations on taxation. It would, however, expect both individuals and companies to be decent and honest in their tax arrangements.

The Fairness Commission recommends that

- There should be a **communication campaign in the city about fairness and the adverse effects of inequality.**

This campaign would have three aspects:

- **Informing** people about the inequalities in the city.
- **Promoting** the case for greater fairness. This links in with Wilkinson's work which demonstrates that everyone benefits from greater equality in society, not just those at the bottom. Put simply Sheffield is one city and we are all worse off as a result of the inequalities in the city.
- **A call to action** setting out what people can personally do to help tackle inequalities. The Campaign for Fairness cannot be the responsibility of one organisation or one person – it is everyone's task to promote the case for greater fairness and equality in Sheffield. The Campaign will therefore include a call to action to encourage people and communities to be the agents of change to help reduce inequalities in the city.

The **impact** of this campaign will be that people in Sheffield will be more aware of the inequalities in the city and more likely to do something different in their day to day life that will contribute to making Sheffield fairer and reducing inequalities. A campaign for fairness is crucial to making Sheffield a fairer city and will help the city to be more successful in tackling inequalities.

## Citizen involvement in public services

The Fairness Commission's aspiration is to **enable people and communities to have a greater role in designing and delivering services.**

Evidence shows that people who most rely on public services tend to be those who are most disempowered by the current model<sup>169</sup> and that if communities and individuals are not empowered to have more say over the issues and services that affect their lives, inequalities can be created or deepened.<sup>170</sup>

The Fairness Commission recommends:

- All organisations involved in delivering public services in the city consider how and where they could **apply a co-production approach more widely** so that in 10 years time co-production is the norm. Co-production has been defined as “delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change.” It comprises the following key characteristics:
  - Recognising people as assets.
  - Building on people's existing capabilities.
  - Promoting mutuality and reciprocity.
  - Developing peer support networks.
  - Breaking down barriers between professionals and recipients.
  - Facilitating rather than delivering.<sup>171</sup>

Co-production is about more than 'service user involvement' or 'citizen engagement'.<sup>172</sup> This approach ties in with the Commission's principle of civic responsibility which encourages residents to contribute where they can.

Research suggests that the approach can have a positive **impact**. Transforming services by applying the key features of co-production offers the prospect of substantially improving outcomes for those who most rely on public services. The positive effects of the co-production approach include:

- helping to **break down barriers** between different kinds of people and build stronger networks and groups
- **using people's direct experience** about what they need, how their needs can be met and what they can do
- **minimising waste** by developing solutions with users rather than doing things 'to' and 'for' them.
- It can reduce the costs of a service by shifting the focus towards person-led, community-involved, preventative actions<sup>173</sup>

## Helping People and Communities to Help Themselves

The Fairness Commission's aspiration is that **people and communities receive the support they need to help themselves and each other to solve the problems they and the whole city face, and to deal with unexpected events.** Of course this is not something new as individuals and communities in the city already do this to varying degrees. This is about recognising that there are many assets in all communities that are not used to their full potential, such as the skills, experiences and spare time individuals possess. To be clear

this is not about the public sector withdrawing and leaving people and communities to fend for themselves, rather it is about how a little bit of the right type of support can enable people and communities to achieve more for themselves and to be empowered in the process.

The Commission received **evidence** and clear examples of where individuals getting more involved has enhanced both individual and community wellbeing. One example is the Community Health Champions Programme which recruited 280 volunteer Community Health Champions from Sheffield's most deprived communities, supporting over 8000 local people to address their own and their communities' health. For every £1 spent, a social return on investment of £2.07 has been demonstrated and over 20% of Health Champions have secured employment due to increased confidence, skills and training – saving £175k from public funds as people move from JSA to employment. The Champions were building on, and supported by the local third sector organisations and local forums.

The Fairness Commission recommends:

- The city joins up existing activity to develop a single **programme of community development** by the end of 2014 to support and empower communities at the grass roots. The aim is to support and enable communities to have a voice with which to influence and shape the design and delivery of local services and the development of safe community spaces. The 'community' could be geographical communities, such as a neighbourhood, or a city-wide community of interest, such as an ethnic group. It should focus on those communities where the greatest inequalities occur. The Commission recognises the valuable roles voluntary sector organisations and faith communities can play in this.
- The involvement of individuals would build on the success of the Community Health Champions and use a similar approach to create a **network of fairness facilitators, working within existing community organisations, with the aim of tackling inequalities in general**, rather than focussing on one particular aspect of inequality.

The **impact** of these recommendations is that people would be able to participate as fully as possible in the social and economic life of the city, with greater resilience and a strong sense that the city is 'on their side'. For example these recommendations could help support communities in developing and sustaining safe community spaces.



# 6 Assessing Progress

One element of the Sheffield Fairness Framework is that the city's commitment to fairness must be both demonstrated and monitored in an **annual report**. This should include data on the major inequalities in the city and the progress made in reducing them. Below is an initial list of the outcomes the Commission wishes to see improve. Further detailed work will be undertaken to develop a full set of Outcome Indicators to facilitate the annual monitoring of progress. The monitoring will need to cover both progress on the overall outcomes the Commission is seeking to change and progress in implementing the specific actions the Commission has recommended. The key question for monitoring is this: is Sheffield becoming fairer?

## Key Outcomes

We will know Sheffield is becoming a fairer city when the following outcomes improve:

- Life Expectancy
  - The life expectancy gap between different parts of the City is reduced.
  - Healthy life expectancy rises among all groups.
- Poverty
  - The proportion of households in the city living in poverty (defined as having an income below 60% of the national median) reduces
  - Take-up of benefits gets close to 100%.
- Work
  - The gap between the unemployment rate in the city and the national unemployment rate is reduced
  - The gap between the youth unemployment rate in the city and the overall unemployment rate in the city is reduced
  - Pay differentials are reduced and working conditions improved
  - Wage levels at the bottom rise
- Attainment and aspiration
  - The attainment gap between the bottom 20% and the remainder of the early years cohort is reduced
- Affordable, decent housing
  - The proportion of people who can afford to live in a decent quality home is increased
- Crime and the fear of crime
  - The gap in the crime rate between different parts of the city is reduced.
  - The gap in the fear of crime between different parts of the city is reduced.

- Air Quality
  - The quality of the air improves, especially in the most deprived parts of the city
- Safety
  - Death and injuries among pedestrians and cyclists from road accidents fall
- Transport for all
  - The proportion of journeys made by public transport is increased
  - The level of exclusion from public transport falls
- Role of citizens
  - The proportion of citizens in the city who say they are involved in designing or delivering services or have taken personal action to increase fairness in Sheffield increases

### **Specific actions**

As part of its recommendations the Commission has also suggested some specific actions as ways to help achieve the outcomes listed above. It will be the responsibility of each organisation, community and individual in the city to decide how they wish to respond to the Commission's recommendations.

The Commission will ask all agencies in receipt of public funding in the city to formally respond to its recommendations setting out which of them they plan to implement and over what timescale.

The Commission's approach to the specific actions is not to set up performance management arrangements to enforce implementation, rather it is to encourage organisations and communities to play their part in reducing the inequalities in the city. Organisations and individuals are not likely to do something different or faster simply because the Fairness Commission has asked them to. Change is more likely to occur if they are convinced by the Commission's arguments and choose to change.

The annual update on progress will include both outcomes and the implementation of the specific actions. For example, the Council would be asked to report on the proportion of the city's residential streets that have a 20mph speed limit.

# Appendices

## Appendix A: Sheffield Fairness Commission Terms of Reference

The Commission on Fairness was established by Sheffield City Council to make a non-partisan strategic assessment of the nature, extent, causes and impact of inequalities in the City and to make recommendations for tackling them. The Commission is composed of invited individuals with proven knowledge and expertise to bring to bear on this major social and economic issue, with an independent chair. Commissioners are expected to contribute expertise rather than represent specific interests, in the spirit of making a collective contribution towards helping Sheffield to be as fair and prosperous as possible, a city in which all residents feel included. The Commission will operate as a Parliamentary Select Committee, mounting a short focussed inquiry, taking evidence and producing a final report. The Commission will hear evidence in public. Its terms of reference are as follows:

1. To consider the nature, extent and impact of major inequalities on the City of Sheffield.
2. To invite written evidence from a wide range of interested parties across the city and beyond it, to stimulate and listen to a debate amongst the people of Sheffield, and to take oral evidence from a cross-section of those with expertise on this matter.
3. To consider evidence on what has worked with regard to reducing inequalities and prioritising fairness within the city and elsewhere.
4. To prepare a report for publication in September 2012 which both details the nature, extent, causes and impact of major inequalities and makes recommendations to the Council and other key bodies about what short and long term measures are required to reduce those inequalities. The priority here should be to identify those actions that can be taken by the city itself and those which require external intervention or a combination of both.
5. In view of the potential wide scope of this inquiry it is envisaged that the Commission will prioritise a relatively small number of issues for its consideration.

One year after the publication of the Commission's report the City Council will undertake a review of progress made through its objectives and then subsequently on an annual basis.

The Commission will be supported by Council staff who will provide the Secretariat for the Commission.

## Appendix B:

### List of Commissioners

The members of the Fairness Commission are listed below.

- Professor Alan Walker (Chair), Sheffield University and Sheffield Health and Social Care NHS Foundation Trust
- Bill Adams, TUC Region (to March 2012)
- Lee Adams, Deputy Chief Executive, Sheffield City Council
- David Child, Sheffield Chamber of Commerce
- Jeremy Clifford, Editor, The Star
- Councillor Jillian Creasy, Leader of the Green Group, Sheffield City Council
- Bishop Steven Croft, Diocese of Sheffield
- Councillor Julie Dore, Leader of Sheffield City Council
- Professor Del Fletcher, Sheffield Hallam University
- Jessica Greenhough, Sheffield Young Advisors
- Kate Housden, Third Sector Assembly
- Professor Rebecca Hughes, University of Sheffield
- Councillor Mazher Iqbal, Cabinet Member for Communities and Inclusion, Sheffield City Council (from May 2012)
- Morgan Killick, Social Entrepreneur
- Elizabeth Lawrence, TUC Region (from March 2012)
- Dr Tony Maltby, Sheffield 50+
- Abtisam Mohammed, BME Network
- Councillor Shaffaq Mohammed, Leader of the Liberal Democrats, Sheffield City Council
- Dr Tim Moorhead, GP and Chair of Sheffield Clinical Commissioning Group
- Tony Pedder, Sheffield Teaching Hospitals
- Councillor Mick Rooney, Cabinet Member for Communities, Sheffield City Council (to May 2012)
- Steve Slack, Centre for HIV and Sexual Health
- Tony Stacey, South Yorkshire Housing Association
- Jacquie Stubbs, Partners for Inclusion
- Dr Jeremy Wight, Director of Public Health

## **Appendix C:**

### **List of evidence received**

The Commission receive written evidence from the following Organisations or individuals. All these submissions are available via the Fairness Commission's website – [www.sheffield.gov.uk/fairnesscommission](http://www.sheffield.gov.uk/fairnesscommission)

#### **Inequalities related to specific groups**

- Cathedral Archer Project
- Sheffield Carers & Young Carers Board
- Dr Sarah Spencer
- Age UK
- Tony Maltby - article on “Extending Working Lives? Employability, Work Ability and Better Quality Working Lives”
- Tony Maltby - article by Professor Juhani Ilmarinen
- Deaf Advice Service Sheffield

#### **Disabled people**

- Access Liaison Group and Transport 4 All Group
- Learning Disability Partnership Board
- Partners for Inclusion
- Julie Smethurst

#### **Refugees and Asylum Seekers**

- Northern Refugee Centre and DEWA Project on Migrants
- City of Sanctuary

#### **Economic Inequalities**

- Helen Jackson
- Church Action on Poverty
- Sheffield Hallam University
- Creative Pathways

#### **Environmental Inequalities**

- East End Quality of Life Initiative

#### **Inequalities related to specific issues**

- Save Sheffield Libraries Library Workers For A Brighter Future
- Third Sector Assembly - Voice Influence and Participation
- Third Sector Assembly - Food Poverty

## **Inequalities related to more than one issue or group**

- Clive Betts MP
- Heeley City Farm
- Professor John Flint
- ZEST
- Dr Pauline Dibben
- South Yorkshire Housing Association
- Sheffield Equality Group
- Broomhall Group of Groups
- Sheffield Executive Board
- Sheffield City Council
- David Blunkett MP
- Dr David Etherington

## **Health Inequalities**

- Sheffield Well Being Consortium
- Sheffield Health and Social Care Trust – BME Mental Health issues
- Sheffield Health and Social Care Trust
- Sheffield Teaching Hospitals
- Sheffield Parent Carer Forum
- Caribbean Health and Wellbeing Group
- Sheffield Equality Group
- Aspergers Children and Carers Together
- Burngreave Health Network
- Sheffield City Council submission on health inequalities
- Mental Health Citizens Advice Bureau
- Sheffield NHS Clinical Commissioning Group
- NHS Sheffield - 'Downstream'
- NHS Sheffield - 'Upstream'
- NHS Sheffield - Oral Health
- SAGE Greenfingers
- Jack Czauderna
- East End Quality of Life Initiative submission on Health Inequalities

## **Appendix D:**

### **Satellite Meetings held**

Satellite Meetings were held on the following issues, or with the following groups:

- BME Network
- Sheaf Citizens Advice Bureau
- Dementia? Welcome! Café
- Food poverty
- Gypsy and Traveller issues
- Lesbian, Gay, Bisexual and Transgender
- Learning Disabilities
- Mens issues
- New Arrivals (including BME communities as well as refugees, asylum seekers and new migrants)
- Sheffield 50+
- Womens issues

The notes of all of these meetings are available on the Fairness Commission website:  
[www.sheffield.gov.uk/fairnesscommission](http://www.sheffield.gov.uk/fairnesscommission)

# Appendix E:

## Full List of Recommendations

### Health and Wellbeing for All

| Topic  | Recommendation   |
|--|--|
| Tackling the wider determinants of poor health | All organisations in Sheffield should explicitly commit to tackling the wider determinants of health and using their services (commissioning or direct delivery) to deliver better health and wellbeing outcomes |
|  | Prevent health and wellbeing problems from occurring   |
|  | Initiatives addressing the wider determinants of health  |
|  | Health and Wellbeing Board (HWB) members must fully utilise their individual and collective position, influence and resources  |
|  | Health inequalities assessment   |
|  | Promote women’s health in general, pre-pregnancy, in pregnancy and after giving birth  |
| Inequalities in the health system              | Use the Joint Strategic Needs Assessment to better understand the equity of the health spend in Sheffield  |
|  | Ensure that health spending in the city is more fairly utilised  |
|  | Increase in primary and community care   |
|  | Consistent, high quality services across all areas of the city   |
|  | Removing barriers to services  |
| Mental Health and Wellbeing                    | Supporting people to receive early diagnosis   |
|  | The diagnosis and treatment of mental wellbeing problems in children needs to improve.   |
|  | Increase the prominence given to mental health and wellbeing in commissioning plans  |
|  | Commissioning of services for the physical health care of people with mental health problems needs to be radically rethought.  |
| Carers   | All employers are encouraged to support carers to be in work   |
|  | All schools in Sheffield recognise, identify and support young carers  |
|  | Making sure that the right level of respite care is available in the city.   |
|  | Identify ‘hidden carers’   |
|  | The ‘With Carer Pass’ should be extended to all carers caring for a disabled person.   |
|  | The special needs of older lifelong carers are recognised  |



## Fair Access to High Quality Jobs and Pay

| Topic              | Recommendation  |
|--------------------|---|
| Good quality jobs  | Accelerate delivery of the draft Economic Growth Strategy's proposals to enable the city's businesses to create more good jobs                        |
|                    | Tackle the barriers faced by those most excluded from the jobs market   |
|                    | Devolve control over the Work Programme   |
|                    | Incentive-based model whereby Sheffield is able to retain a proportion of the savings resulting from reducing the number of people in need of benefit |
|                    | An annual Competitiveness Report  |
| Youth unemployment | A citywide programme of work trials / placements / apprenticeships for young people   |
| Working practices  | Pay ratios should be modest and transparent   |
|                    | Prevention of discrimination  |
|                    | Activities to improve the health and wellbeing of people out of work are expedited  |
|                    | The Health and Wellbeing Board should play a stronger, leading role in addressing the wellbeing issues associated with work                           |
|                    | Expedite the development of the Health and Work plan for Sheffield  |
|                    | Recommends that the activities to improve the health and wellbeing of people out of work are expedited  |
|                    | A voluntary 'Fair Employer' code of practice  |
| Level of pay       | A Living Wage   |

## Fair Access to Benefits and Credit

| Topic              | Recommendation  |
|--------------------|---|
| Social security    | Extensive communications to raise awareness of welfare reform   |
|                    | Government should be made aware of the impacts of its welfare reform  |
|                    | Work with other cities  |
|                    | A city-wide approach to digital inclusion   |
| Support and advice | Support and strengthen the provision of general and specialist advice across a number of themes including debt, housing, threats of violence, immigration, and benefits |
| Credit             | Loan scheme   |
|                    | Work is undertaken into the size and type of the market for affordable credit   |
|                    | Sheffield Credit Union  |
|                    | Money management skills and financial capability  |
|                    | Preventative work to help people manage their money effectively should be supported   |
| Food               | Support food banks and other providers of emergency food relief   |
|                    | Establishing more schemes and sustainable projects run by local people  |
|                    | A mechanism to redistribute decent, edible food   |
|                    | The city's Food Plan is updated   |
| Fuel poverty       | Households should be supported to use energy more efficiently   |
|                    | Raise the average efficiency levels of residential properties   |
|                    | Investigate the benefits of having a collective switching scheme  |

## Aspiration and Opportunities for All

| Topic                              | Recommendation  |
|------------------------------------|---|
| Early years.                       | Prioritise proven Early Years interventions   |
|                                    | Affordable, high quality, culturally sensitive childcare  |
|                                    | Focus especially on understanding the causal factors and needs of the bottom 20% of children at Foundation stage and use this information to inform interventions to improve their attainment |
|                                    | Increase the focus on the communication and personal, social and emotional development skills of children and families  |
| Structural barriers to achievement | The Pupil Premium be specifically targeted to support disadvantaged children to reach their educational potential   |
|                                    | Additional community or home based academic support   |
|                                    | All organisations in the city should consider how they can reduce structural barriers to education when they allocate resources   |
| Aspirations                        | Introduction of a peer mentoring scheme for 11-12 year olds   |
|                                    | Carefully designed extra-curricular activities  |
|                                    | The focus of existing activity relating to aspirations should shift to be much greater on 11-12 year olds   |
|                                    | Continue learning, training and being mentally active throughout life   |
| Parental aspirations               | A set of interventions should be developed  |

## Housing and a Better Environment

| Topic                                 | Recommendation   |
|---------------------------------------|--|
| Affordable and decent quality housing | Increasing the quantity of housing by exploring new delivery models  |
|                                       | Increasing the quantity of housing by reallocating a large amount of land for housing  |
|                                       | A compulsory property accreditation scheme   |
|                                       | Making housing more affordable by developing mortgage deposit support  |
|                                       | Making housing more affordable by exploring new models such as Rent Before You Buy   |
|                                       | Identify issues and solutions to 'unlock' potential housing sites.   |
|                                       | The design of new homes needs to meet the changing needs of Sheffield's communities  |
|                                       | Provide tenants with tailored support to reduce the risks of eviction along with advice and assistance to help prevent homelessness; increase the supply of good quality, safe and well managed homes in the private rented sector; provide a range of supported accommodation options for homeless young people who are unable to return home |
| Air quality                           | Reduce the air pollution impact of the M1 motorway around Tinsley  |
|                                       | A Low Emission Zone for Sheffield  |
|                                       | Sheffield's Air Quality Action Plan should include strong measures to encourage the use of walking, cycling and public transport, discourage the use of private motorised transport, and develop a low-emission refuelling infrastructure  |

## A Safe City

| Topic                               | Recommendation   |
|-------------------------------------|--|
| Crime prevention and rehabilitation | Use 'justice reinvestment' to focus on rehabilitation and prevention   |
|                                     | Request the devolution of the custody budget for short term offenders from Sheffield   |
|                                     | The city's Building Successful Families programme should be supported  |
|                                     | For lower level crimes restorative justice methods (such as the city's successful Community Justice Panels) should continue to be supported                  |
|                                     | In all aspects of the criminal justice system the need to support victims must be recognised   |
|                                     | Implement in full recommendations from the Strategic Review of Domestic Abuse in the city and adapt services and improve access to create a seamless service |
| 20 mph speed limit                  | A default 20mph speed limit for all residential roads in the city  |

## Transport for All

| Topic                                | Recommendation   |
|--------------------------------------|--|
| One public transport system          | The Voluntary Partnership needs to quickly demonstrate an increase in fairness and a reduction in inequalities in the city |
|                                      | If sufficient progress is not made the city should move to a franchise model   |
| Young people and public transport    | Introduce a 'day saver ticket' for children and young people in Sheffield  |
| Reducing isolation through transport | Increase the provision of transport options for people unable to use regular public transport over the next 5 years        |

## What Citizens and Communities Can Do

| Topic   | Recommendation   |
|---|--|
| A Campaign for Fairness: The City of Fair Play    | A communication campaign in the city about fairness and the adverse effects of inequality  |
| Citizen involvement in public services            | Apply a co-production approach more widely   |
| Helping People and Communities to Help Themselves | Develop a single programme of community development  |
|   | Create a network of fairness facilitators, working within existing community organisations, with aim of tackling inequalities in general |

## Appendix F:

### References

- <sup>1</sup>Replaced by Cllr Mazher Iqbal in May 2012
- <sup>2</sup>Replaced by Elizabeth Lawrence in March 2012
- <sup>3</sup>'Deprivation in Sheffield', A Rae, University of Sheffield
- <sup>4</sup>From Struggling to Succeeding: Sheffield's Child and Household Poverty Strategy 2012-14 [www.sheffield0to19.org.uk/professionals/strategy/Sheffield-s-Child-and-Household-Poverty-Strategy.html](http://www.sheffield0to19.org.uk/professionals/strategy/Sheffield-s-Child-and-Household-Poverty-Strategy.html)
- <sup>5</sup>Research by Fawcett Society, Rake, 2009 and by the Oxfam and Women's Budget Group, 2012
- <sup>6</sup>This data uses the Slope Index of Inequality, 2009-11, Sheffield City Council (2012) Joint Health and Wellbeing Strategy, <http://meetings.sheffield.gov.uk/council-meetings/cabinet/agendas-2012/agenda-31st-october-2012>
- <sup>7</sup>This paragraph uses ward level life expectancy data
- <sup>8</sup>Marmot, M. (2010) Fair Society Healthy Lives (The Marmot Review), <http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review>
- <sup>9</sup>Wilkinson, R. and Pickett, K. (2009) The Spirit Level: Why Equality is Better for Everyone, Allan Lane
- <sup>10</sup>World Health Organisation (2008) Closing the gap in a generation: Health equity through action on the social determinants of health, [http://www.who.int/social\\_determinants/thecommission/finalreport/en/index.html](http://www.who.int/social_determinants/thecommission/finalreport/en/index.html)
- <sup>11</sup>Sheffield's Employment Strategy, page 28 contains a section highlighting the importance of health and work <https://www.sheffieldfirst.com/dms/sf/management/corporate-communications/documents/Economy/Strategy-FINAL/Employment%20Strategy.pdf>
- <sup>12</sup>Hart, J. T (1971) The Inverse Care Law, Lancet 1971; 1: 405–12.
- <sup>13</sup>Sheffield City Council Briefing note for Fairness Commission
- <sup>14</sup>Everyman Male Cancer Campaign, October 2012
- <sup>15</sup>NHS Sheffield data 2009/10
- <sup>16</sup>Department of Health, 2010
- <sup>17</sup>Health Equity Audit, 2012, NHS Sheffield
- <sup>18</sup>Sheffield Employment Strategy 2012, Sheffield First Partnership, 2012
- <sup>19</sup>Office of the Deputy Prime Minister, (2004) Mental Health and Social Exclusion Report
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# FAIRNESS

This report was commissioned by Sheffield City Council.  
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