

**State of Sheffield 2018
—Sheffield City
Partnership Board**

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Foreword

A very warm welcome to both new readers and to all those who have previously read the State of Sheffield report which is now entering its seventh publication in the present format.

I am personally deeply grateful to the City Partnership Manager, Laura White, and to Kay Kirk for the support they've given me and to the Sheffield City Partnership Board, but I'm also particularly grateful to all of those who have worked so hard to pull together this report and to all those who have contributed to the chapters and the time they have given voluntarily to this. A list of contributors to the report is given on page 97.

As those familiar with the process will know, this report is a foundation for understanding economic, social and cultural change within the city both to assist policymakers in the public, private and voluntary sectors in their decision-making and also to stimulate a wider debate about what is working in Sheffield, what is going wrong and what we should do about it.

The role of the Sheffield City Partnership Board is to coordinate, stimulate collaboration and reach out to ensure that there is the widest possible engagement by those who so often observe the processes of decision-making by others, with either bewilderment or indifference. That is why in this report we are emphasising the importance of finding new ways of encouraging engagement and persuading all those in a position to do so, that greater participation results in better decision-making. There is also emphasis on drawing on the talent, energy and commitment of the wider community that makes up Sheffield, as well as individuals.

In this 2018 report we therefore endeavoured to provide focus. Not just identifying strengths and weaknesses but focusing particularly on how to promote sustainable and inclusive growth — growth in terms of our economy and productivity but also the linkage between social policy and economic prosperity. In particular, we consider how we can maximise the enormous asset we have in our communities across the city and how greater equality and cohesion contributes to economic success as well as quality of life.

The Partnership Board have drawn down on both national and international evidence, the engagement of those organisations and institutions who have the capacity to make a difference, and the role of both private and social enterprise.

From encouraging the further development of the 'smart city', building on the development of a critical mass for digital and cyber investment, through to the collaboration of those with substantial purchasing power, to harness for economic and employment purposes, joined up procurement, to aid the development of locally sourced services and materials and the stimulation of the local economy, and what has become known as 'social value'.

I hope that this report, alongside the Board's forthcoming Framework for an Inclusive and Sustainable Economy, could become a building block for wider collaboration building on last year's City Region Vision Strategy, and the work of what have become known as our key 'anchor institutions' (for example our universities, NHS organisations, and local authorities). With the forthcoming election of the South Yorkshire mayor, and the potential for both greater devolution and government resources, ensuring this important work on sustainable and inclusive growth has an impact not only within Sheffield but also across the rest of South Yorkshire will become increasingly important.

As well as further developing our own outreach, including access to and use of the website and open meetings, such as the one held in late September, it is our intention to publish the Framework mentioned in the previous paragraph in the autumn. The challenging task will be to encourage all those able to do so, to contribute to building on that framework, including not being fearful of public engagement, to ensure that we turn aspiration into action.



The Rt. Hon. the Lord Blunkett
—Chair, Sheffield City Partnership Board

Sheffield: Becoming an inclusive & sustainable city

7 things you need to know

1. There are more and more people living in our great city. Sheffield's population in 2018 is 569,000 and is estimated to be around 620,000 by 2030.
2. Sheffield's £11bn economy has continued to grow despite the recession in 2007/8 but the city's productivity remains a key challenge. But, the growth in key sectors (e.g. advanced manufacturing and creative and digital), major investments from the likes of McLaren and Boeing, and the number of cranes on the skyline are testament to the changing face of the city.
3. Sheffield is performing increasingly well on broader measures of economic vibrancy. The Grant Thornton Vibrant Economy index shows that Sheffield outperforms other big cities, particularly in terms of dynamism and opportunity; resilience and sustainability; and community trust and belonging. It is also the second most improved nationally over the last five years. However, Sheffield has particular challenges around inclusion and equality.
4. Austerity has put some of Sheffield's vital public services under significant strain with Sheffield City Council's core funding alone cut significantly between 2010 and 2018. Sheffield's most important services are experiencing some of their toughest difficulties ever with more and more people needing increasingly complex support. The cuts have meant that this growing need is not being matched by the increased staffing, facilities or funding needed.
5. Sheffield is a safe city with a well-earned reputation for being a relatively low crime place to live. Whilst crime has risen in most urban centres, the rate of increase in Sheffield has been lower than most other cities.

6. The city's social and community sector is active and makes a huge contribution to people and places across the city. There are 3,300 active voluntary and community groups – including charities, social enterprises and cooperatives – in Sheffield of which around 75% are micro groups (with an annual income of less £10k) and only 3% are 'large' organisations (i.e. have an income over £1m).
7. We need to improve the health of the city if we want a more inclusive economy. Mental and physical health issues continue to be a major barrier to more Sheffields being in work, and being out of work can exacerbate those problems as well as increasing inequalities. But, being in poor quality jobs can also damage people's health. The growing number of insecure, short-term jobs with uncertain working hours risks increasing stress and anxiety and we will need to keep a careful eye on the impact this has on Sheffields over the coming years.



Introduction

The State of Sheffield report provides an overview of the city, describing how things are and how they are changing. Rather than representing the views or opinions of one particular organisation, it draws together insights and perspectives from a team of authors working in different fields. It pulls on a range of data sources and reports to explore city-wide issues, plotting trends, highlighting challenges and pointing to opportunities for Sheffield and its population.

This is the seventh State of Sheffield report. Previous reports revealed a changing city with a growing and increasingly diverse population; a business sector, buffeted by the harsh economic climate, which has nevertheless shown growth in new sectors (including advanced manufacturing and creative and digital industries), advances in educational attainment and improvements in health outcomes.

As this report was in production, the cranes on our skyline provided evidence of the changing centre of a city which has for 10 years seen national austerity and economic

Photograph by: Tim Dennell



uncertainty impact on local service provision, economic productivity and household incomes. The city and its people have shown remarkable resilience, but there have been inevitable impacts on financial inequality, social cohesion and opportunities, particularly for young people.

There are no easy solutions to these challenges. In an interconnected world, it can seem that we are at the mercy of forces over which we have no control or influence. Improving the odds by simply wishing away the causes of adversity is not an option, but it remains the fundamental determination of all those committed to Sheffield to make it possible to beat the odds, and to ensure Sheffield can respond with characteristic creativity and innovation, showing its traditional steel to overcome potential threats and promote successful development. This requires businesses, public institutions, service providers, communities and residents to work together to promote growth and create jobs and opportunities.

The section on Inclusive & Sustainable Economy makes all too clear that growth alone is not enough. It is also important that growth is inclusive; that it benefits everyone. In recent years, the UK's economic growth — more evident in the London and the South East — has tended to benefit the richest in society, whose earnings and wealth have increased. Meanwhile, lots of people have failed to see any increase in their income and the result has been rising inequality, and uneven growth within cities, reinforcing patterns of inequality revealed by the Sheffield Fairness Commission.

As a result increasing attention is focused on inclusive growth, for lots of good reasons. Inclusive growth means economic growth that distributes across society the social and economic benefits of greater prosperity. Inclusive growth demands connecting people to new opportunities through education and training, and shaping the nature of employment opportunities, ensuring they offer decent pay and reasonable terms and conditions. Inclusive growth seeks to tackle the inequalities that have a social and economic cost and is about improving health and well-being and sustaining fairness in place of poverty's demands on public services when those disconnected from growth become disillusioned and alienated.

It will be far from easy. Indeed, we are still in the early stages of figuring out how cities might stimulate inclusive growth. The State of Sheffield 2018 explores some of the challenges we face and how we might respond.

The report's themes also include: *Involvement & Participation; Safety & Security; Social & Community Infrastructure; and Health & Well-being.*

Involvement & Participation

The report reflects a long tradition of community and political action and active citizenship, and the diverse and resilient voluntary sector that plays a significant role in the life and fabric of the city. Inclusive economies and inclusive places are built by and around people and it is vital that people have a strong voice in making the decisions that impact on their neighbourhood and their city. It is about much more than just voting in elections; it is about leadership, good governance and creating space for discussion and debate in which people can make their voice heard. Sheffield clearly has some strengths in this, but there is more to do to energise engagement to drive the Sheffield vision for creating a prosperous and inclusive city.

Safety & Security

The report reinforces Sheffield's reputation as a safe city; a perception that is largely borne out by data presented in the section on safety and security. This is not to deny that there are challenges. These are distributed unevenly across the city, with people in poorer neighbourhoods more likely to experience crime and anti-social behaviour according to official data. The championing of a fairer and inclusive city, improved employment opportunities and access to public services, offers the possibility of tackling social and economic issues that are aligned with urban crime and violence.

Social & Community Infrastructure

The report examines the role played by the voluntary and community sector — a major factor in shaping the way that the city of Sheffield responds to change and manages to promote a more inclusive economy. Sheffield has a vibrant 'third' sector that is rich in assets, including the enthusiasm, commitment, experience and expertise of staff and volunteers and the report looks at the contribution that the

sector can make to promoting an inclusive and sustainable economy by harnessing these assets. In doing so, it also sounds a note of caution, pointing out that a strong voluntary and community sector requires investment and support.

Health & Well-Being

The report also looks at the key challenge raised by the health of the population, which is increasingly recognised as not only a product of a successful economy, but an important determinant of inclusive economic development. Poor (mental and physical) health impacts on employment opportunities, productivity and incomes; it impacts upon economic growth and determines who benefits from growth. Sheffield faces various challenges in the relationships between health, work and economic growth, and the report looks at particular issues raised by the changing nature of work and increased precariousness within the so called 'gig economy'.

In its conclusions the report considers the way forward for Sheffield, reflecting on the findings of the previous chapters and highlighting some prime concerns for the city, its leaders and citizens to consider in the year ahead. It is a conclusion which is as forward-looking as the city itself, and one which reflects on and welcomes the challenges of sustainability and inclusivity for Sheffield.

Professor David Robinson

—Department of Geography, University of Sheffield

Chapter 01 —Inclusive & Sustainable Economy (#13–28)

Photograph by: Tim Dennell



What is inclusive growth?

The rise to prominence of the phrase ‘inclusive growth’ is in many ways a reflection on the changing nature of economies and the challenges which face communities in countries across the world. For previous generations, the risk and exposure to mass unemployment was the main economic challenge faced by our communities but the nature of our economy has changed. Employment is now comparatively high but we have seen real wages stagnate and the quality of work transform (particularly in terms of the security of work and the certainty of regular work) which has resulted in increasing number of people feeling that they are detached from the benefits that economic growth is supposed to deliver. Recent analysis shows that more than 60% of people in poverty in Britain are in work¹.

1. Hick, R. & Lanau, A. (2017) In-work poverty in the UK: problem, policy analysis and platform for action https://www.cardiff.ac.uk/__data/assets/pdf_file/0009/758169/Hick-and-Lanau-In-work-poverty-in-the-UK.pdf

2. Regional Studies Association (2015) Spatially rebalancing the UK economy: the need for a new policy model, http://www.regionalstudies.org/uploads/documents/SRTUKE_v16_PRINT.pdf

3. OECD, <http://www.oecd.org/inclusive-growth/>

What became clear after the financial crash in 2007/8 was that the UK’s economy was heavily dependent on London for its economic success and that the UK’s spatial economic imbalance placed insufficient importance on the role of place and local economies in creating a more economically resilient and cohesive country².

Therefore, inclusive growth is a concept which has emerged from a political and economic understanding that growth has not resulted in the same outcomes for everyone, in spite of economic theory that growth should achieve the opposite and result in net increases in living standards and wellbeing across communities. Inclusive growth is therefore the idea that growth should benefit all of society. The OECD has defined inclusive growth as:

‘Economic growth that creates opportunity for all segments of the population and distributes the dividends of increased prosperity, both in monetary and non-monetary terms, fairly across society’³.

There is widespread recognition that cities — with their concentrated networks of human and natural capital, markets, labour, the driving forces of growth but also the largest concentrations of poverty — have a crucial role in creating more inclusive growth (JRF, 2017). These networks within cities create jobs, thus providing opportunities for citizens to be employed, but there is a complex interplay between the characteristics of the local

population — their health and well-being, social cohesion and isolation, poverty – and the opportunities they have to participate and benefit from the economy.

In Sheffield, wide inequalities in healthy life-expectancy, chronic, long-term health conditions and deprivation are both defining factors of economic exclusion and significant challenges in developing policies to make growth more inclusive in the city.

Photograph by: Tim Dennell



The challenges of measuring inclusive growth

Measuring inclusive growth is not straightforward. It is important to understand who participates in the economy as workers, consumers, and business owners; whether growth is lasting and sustainable; whether people have equal access to economic opportunities; if there's a minimum level of security and predictability associated with those opportunities; and also the preferences of citizens regarding each of these factors.

Developing locally agreed frameworks for measuring and monitoring inclusive growth is therefore important to securing engagement with policies and strategies in this space. Whilst traditional measures of growth, GVA and GDP, are increasingly viewed as inadequate because they omit several key indicators that can be used to measure and monitor the inclusivity/exclusivity of growth, they remain useful tools for highlighting local trends which can be explored in relation to inequalities in the city.

Gross Value Added (GVA) is a measure of the value of goods and services produced in an area, industry or sector of an economy. Over the last 10 years, Sheffield's GVA has grown at about the average rate compared to the wider Yorkshire and Humber region, although there is some evidence to suggest that growth is flattening out⁴.

4. ONS GVA Statistics online, 2017

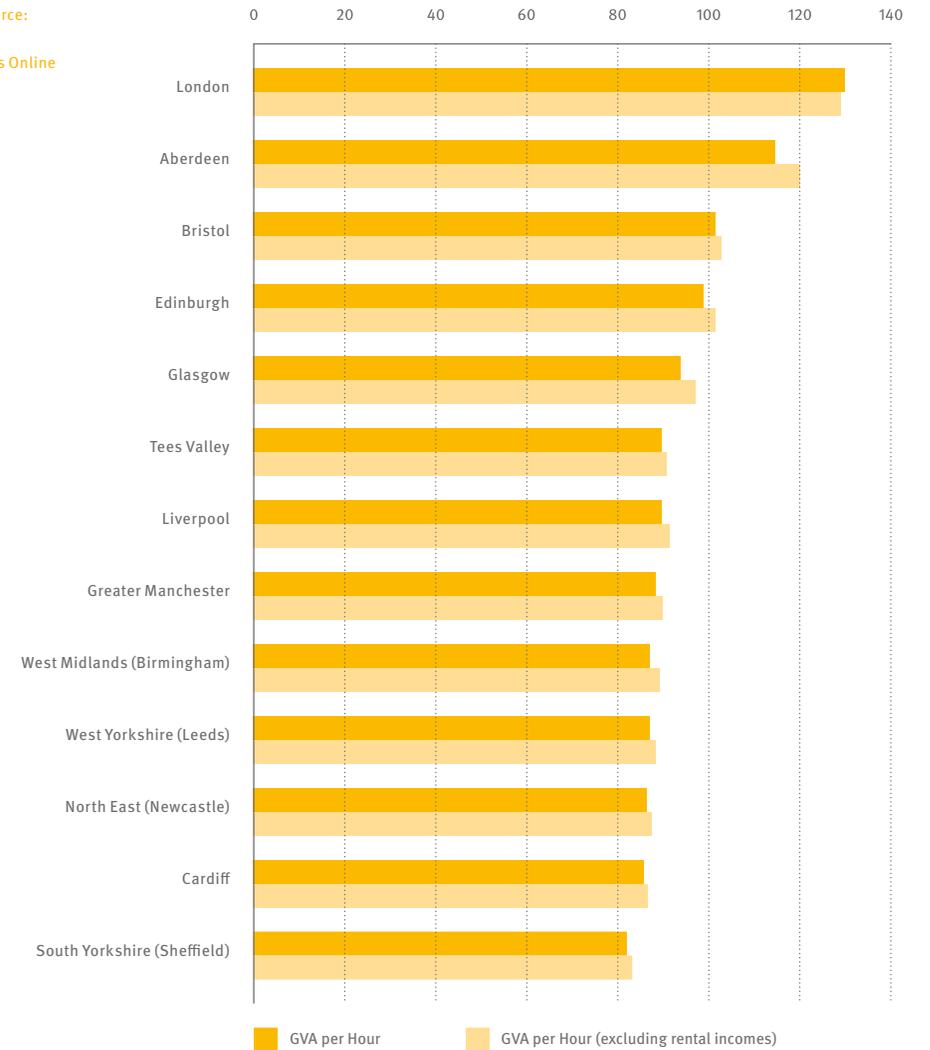
Data Source:
ONS GVA
Statistics Online

- Kingston upon Hull
- Sheffield
- Leeds
- Wakefield
- Barnsley, Doncaster and Rotherham
- Bradford
- Calderdale and Kirklees



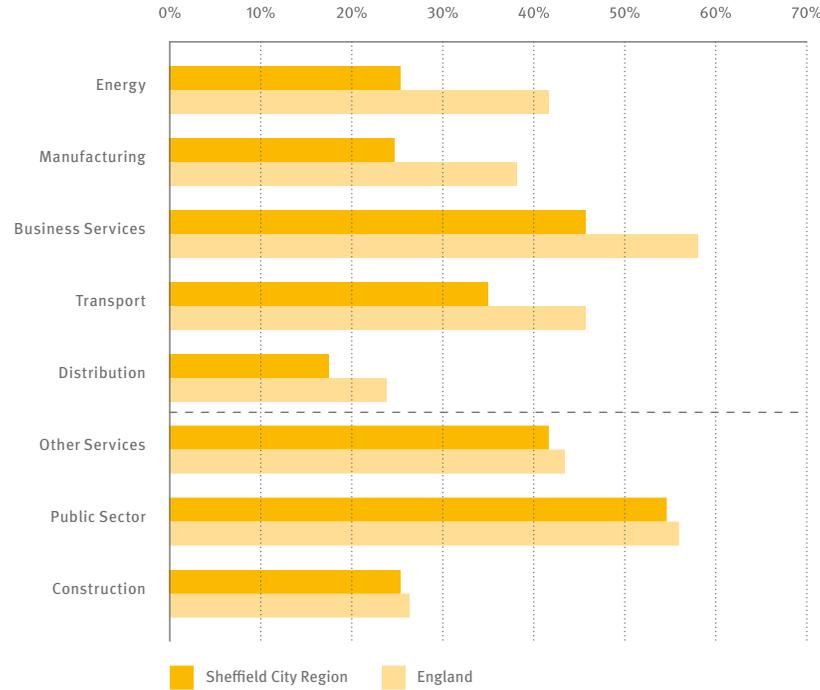
Comparing Sheffield to other cities outside the region using GVA per hour, which is a normalised measure (UK = 100), is a means of estimating the gap in productivity between the city and others.

Data Source:
ONS GVA
Statistics Online



Proportion of the sectoral workforce in highly skilled occupations

Data Source: Sheffield City Region Independent Economic Review



Regional data (for both Yorkshire and Humber and East Midlands) shows that average wages are lower across the majority of sectors when compared to the national average. This is particularly true for private sector services, including sectors such as accommodation and food which typically offer a high volume of lower paid, lower skilled jobs. Some of the sectors where the wage gap is much lower — including manufacturing and elements of the public sector — are forecast to decline in employment over the next decade. The below average wages in the City Region often relate to full-time rather than part-time jobs. The latest data shows that the average wages of full-time jobs range from being between 85% and 92% of the national average, while the equivalent figures for part-time jobs are 89% to 110%. This is likely to reflect the proportion of new part-time public sector jobs — with the wages in most public sector activities being close to the national average.

This productivity gap has been explored in the Sheffield City Region Independent Economic Review⁵. Sheffield has experienced a pronounced decline in manufacturing jobs which has not been met with a subsequent increase in the proportion of the workforce in highly skilled occupations.

Photograph by: Tim Dennell



Towards measuring the aspects of inclusive growth GVA omits

There are a number of tools which look at the wider picture beyond traditional economic measures, such as GVA. One such tool is Grant Thornton’s Vibrant Economy Index (VE)⁶. Cities are given overall scores and rankings in six dimensions:

6. <https://www.grantthornton.co.uk/en/insights/vibrant-economy-index/>

- *Prosperity*
—We have an economy that is producing wealth and creating jobs.
- *Dynamism and opportunity*
—Our economy is entrepreneurial and innovative, with a skill sets that can drive future growth.
- *Inclusion and equality*
—Everyone benefits from economic growth. The gap between richest and poorest narrows, regional disparities reduce, and there are opportunities for all.
- *Health, well-being and happiness*
—People are healthy and active, leading fulfilling lives which provides individual prospects.
- *Resilience and sustainability*
—Our economy has a neutral impact on the natural environment and our built environments are resilient places we want to live in.
- *Community, trust and belonging*
—Vibrant communities have a lively and creative cultural life, and a clear identity that all its people are proud of. People feel safe and engage in community activities.

The table below illustrates Sheffield’s position compared to other cities:

Local Authority: Sheffield

● Vibrant Economy Index	C
● Prosperity Index	B
● Dynamism & Opportunity Index	A
● Inclusion & Equality Index	E
● Health, Wellbeing & Happiness Index	D
● Resilience & Sustainability Index	B
● Community, Trust & Belonging Index	B

A = Top 20% of authority areas nationally

E = Bottom 20%

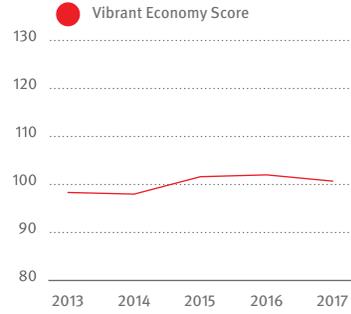
Data Source:
Grant Thornton Vibrant City Tool,
<https://www.grantthornton.co.uk/en/insights/vibrant-economy-index/>

Based on the different baskets Sheffield’s overall score on the VE index is in line with national averages. However, it should be noted that it is one of the better performing big cities, ranking higher than Manchester, Birmingham, and Nottingham. On the following page the tables and charts illustrate this in more detail, looking at the changes from 2013 to 2017.

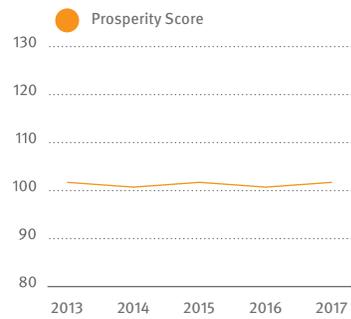
Photograph by: Tim Dennell



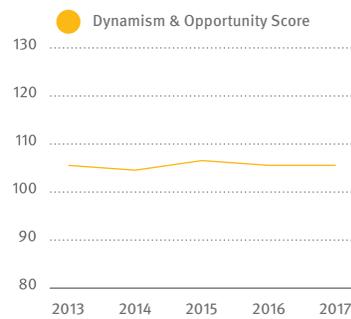
Data Source:
Grant Thornton Vibrant City Tool,
[https:// www.grantthornton.co.uk/en/insights/vibrant-economy-index/](https://www.grantthornton.co.uk/en/insights/vibrant-economy-index/)



Year	Score	Rank
2013	98.20	232
2014	97.89	241
2015	101.31	110
2016	100.61	128
2017	100.53	133



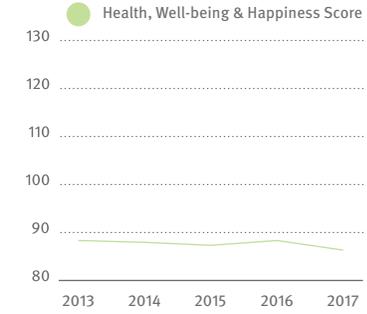
Year	Score	Rank
2013	101.87	78
2014	101.28	94
2015	100.71	105
2016	101.30	93
2017	101.07	101



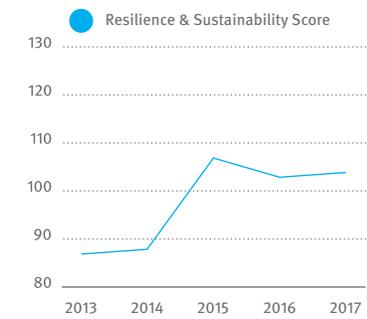
Year	Score	Rank
2013	106.14	30
2014	104.99	44
2015	106.60	28
2016	105.74	36
2017	105.63	38



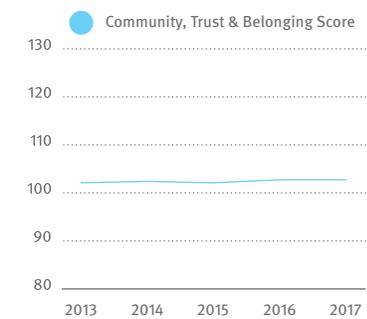
Year	Score	Rank
2013	94.03	286
2014	94.15	287
2015	94.69	281
2016	93.87	286
2017	94.28	282



Year	Score	Rank
2013	98.33	209
2014	97.37	234
2015	97.03	239
2016	97.76	224
2017	96.07	254



Year	Score	Rank
2013	86.02	319
2014	86.61	318
2015	105.99	30
2016	101.63	127
2017	103.06	89



Year	Score	Rank
2013	102.81	89
2014	102.94	84
2015	102.87	88
2016	103.36	80
2017	103.06	84

As can be seen, Sheffield has particular strengths in relation to dynamism and opportunity although, like many cities, faces a number of challenges in relation to inclusion and equality.

This tool, along with other indicator sets being explored such as the Rockefeller Foundation Inclusive Economy Indicators (built around five core characteristics laid out in the table below), enable us to move beyond measuring growth through the limiting lens of GVA.

Data Source:
Rockefeller Foundation
Inclusive Growth Indicators
Full Report.

Available at
<https://assets.rockefellerfoundation.org>

<p>Inclusive Economy</p> <p>Expand opportunities for more broadly shared prosperity, especially for those facing the greatest barriers to advancing their well-being.</p>	<p>Equitable</p>	A. Upward mobility for all.
		B. Reduction of inequality.
		C. Equal access to public goods and ecosystem services.
	<p>Participatory</p>	D. People are able to access and participate in markets as workers, consumers, and business owners.
		E. Market transparency and information symmetry.
		F. Widespread technology infrastructure for the betterment of all.
		G. Increasing good job and work opportunity
	<p>Growing</p>	H. Improving material well-being.
		I. Economic transformation for the betterment of all.
		<p>Sustainable</p>
	K. Greater investments in environmental health and reduced natural resource usage.	
	L. Decision-making processes incorporate long-term costs.	
	<p>Stable</p>	
N. Members of society are able to invest in their future.		
O. Economic resilience to shocks and stresses.		

Photograph by: Tim Dennell



Chapter 02 —Involvement & Participation (#29–48)



Photograph by: Tim Dennell

The State of Sheffield 2017's chapter on democracy and engagement concluded by saying that there is potential for greater engagement and involvement of residents in shaping the future of the city at a local level. Here, the role of democracy and engagement in creating a more inclusive Sheffield economy is considered, reflecting on the key means through which Sheffielders are part of and shape the city and its future.

Inclusive economies and inclusive places are built by and around people. The World Bank suggests that the key characteristics for inclusive cities are: an environment in which decisions are made *transparently*; where decision makers can be held *accountable* for the decisions they make; and where people are *empowered* to shape their place and the decisions that affect them is central to building inclusive cities [italics added]¹³. Accordingly, the RSA's Inclusive Growth Commission focused 'not only (on) the objective rate, distribution and structure of growth, but also the way that it is experienced by individuals and communities'¹⁴. The RSA argues:

*'It follows that inclusive growth goals (combining social and economic objectives) are likely to only be achieved when those who benefit from the strategies are included in their design. Our research therefore builds on the principle that an inclusive economy is predicated on citizen participation. Citizens should both benefit from the economic opportunities provided by growth, but also participate in influencing the policies, strategies and programmes associated with economic growth'*¹⁵.

Therefore, the RSA suggest that citizen engagement in places is vital for two important reasons:

1. To ensure that economies work for all people and communities; that decisions are informed and shaped by the needs of the wider population rather than certain key interest groups; and to create a shared sense of endeavour where the ideas and ambitions of citizens solve complex challenges
2. Because citizen participation is important in its own right and is 'central to ideas of a fair and flourishing democracy'¹⁶.

13. World Bank (2015) World - Inclusive cities approach paper, <http://documents.worldbank.org/curated/en/402451468169453117/pdf/AUS8539-REVISED-WP-P148654-PUBLIC-Box393236B-Inclusive-Cities-Approach-Paper-w-Annexes-final.pdf>

14. RSA (2017) Citizens and inclusive growth, https://www.thersa.org/globalassets/pdfs/reports/rsa_citizens-and-inclusive-growth-report.pdf

15. RSA (2017) *ibid*

16. RSA (2017) *ibid*

Sheffield has a long tradition of community and political action and active citizenship, and a diverse and resilient voluntary sector that plays a significant role in the life and fabric of the city. Democratic engagement is not just about voting or something that is 'done' to communities, it is about creating space for dialogue and for people to be empowered to help themselves and their communities — this has to be an increasing feature of all our strategies.

Our democracy remains vibrant, despite the rapid pace of societal change, turnout increased at the last general election, and people remain engaged in issues that matter to them locally. Maintaining, sustaining and increasing this vibrancy will be fundamental to achieving the city's vision for creating a prosperous and inclusive Sheffield. A clear, coherent and ambitious democratic vision for the city will be more vital than ever to underpin our plans for inclusive economic growth.

Austerity has brought new challenges that increase the need for engagement and involvement

The scale of the challenges faced by the city's institutions has been — and continues to be — huge. Since the start of austerity in 2010, Sheffield City Council's core funding¹⁷ has been cut significantly. This has led to councillors having to make increasingly difficult decisions and changes to important services in order to balance the rising demand for services for vulnerable Sheffielders (e.g. social care) with the need to invest in the wider social, economic and cultural needs of a growing city. Many of these services are vital to supporting inclusive places, supporting people with the tools they need to contribute to and benefit from the local economy.

A similar situation has faced other parts of the city's public sector. Funding for the NHS in England has increased in real terms by 1% a year since 2010 compared to a yearly average of 4% a year since the NHS was first established¹⁸. With a growing population, longer lives and increasingly complex long-term health conditions, Sheffield's most important services are experiencing some of their toughest difficulties ever and this growing need is not being matched by growing staffing, facilities and funding.

The city's Voluntary and Community Sector (VCS), which has an important role in representing and engaging people across the city and helping some of our most vulnerable people and

17. 'Core funding' here refers to the Revenue Support Grant (RSG)

18. Full Fact (2018) How much money does the NHS need and how much is it actually getting?, <https://fullfact.org/health/how-much-money-does-nhs-need/>

communities, is also facing growing needs for its services. Yet, the VCS finds it increasingly difficult to find the resources required to respond to these needs.

These challenges are very rarely, if ever, susceptible to simple or pain-free solutions. Indeed, the city's leaders and institutions often have to make very difficult and potentially controversial decisions. One of the more prominent recent issues in Sheffield has been the Council's replacement of roadside trees as part of its broader commitment to highways maintenance and improvement. This has arguably generated more debate and media coverage than any issue in the city in recent years, and unwelcome media attention from outside the city. While the debate continues as the Council seeks to complete its Streets Ahead programme, when the dust settles, there may well be learning to be found on both sides of this contentious issue. This could include an appraisal of how information and expert advice is made available to the public as, while social media has made information more direct and more accessible, there is always a risk too that social media can become an echo chamber where facts become distorted and prejudices reinforced. A better understanding of how independent and respected advice can be obtained, where there is dispute on factual issues or alternative approaches would be useful learning. Equally, there are surely lessons to be learned in terms of how to handle strongly held views and challenges to policy, which also draws down on and respects the views of those not engaged in organised protest or interest groups. Such reflections will also include how to handle circumstances where implementation is in the hands of outside contractors rather than direct provision by public authorities, and the complications that arise from this.

Engaging people and communities — from individuals and neighbourhoods upwards - helps generate much better solutions, and outcomes and local understanding of local issues. As described in 'New Conversations: LGA Guide to Engagement', the Local Government Association (LGA) suggest that in a context of rising expectations and reducing budgets, the importance of involving people in decision making is greater than ever.

19. LGA (2017)
New Conversations:
LGA guide to engagement,
<https://www.local.gov.uk/sites/default/files/documents/New%20Conversations%20Guide%2012.pdf>

By bringing people in on decision-making, councils can get decisions right, manage expectations and improve relationships with residents¹⁹.

People who have been engaged are far more likely to support the decisions and changes that follow. At the same time, there is a growing sense that some people and communities are becoming increasingly detached from democracy and decision making nationally and locally. For example, there is a recognition that one-size-fits-all methods of engaging people through what are sometimes — fairly or unfairly — perceived as 'tick box' surveys at the latter end of decision making processes are not always the most effective way of engaging the public. Whether it be limited involvement by those who feel excluded or distanced from decision making or 'consultation fatigue' amongst people who feel that their voices are repeatedly not heard. Public disconnection from decision making can lead to a mistrust of the motivations of organisations grappling with contentious choices. The recent consultation by NHS Sheffield in respect of reconfiguring urgent care and the closure of the minor injuries and walk-in centres demonstrates a desire to be heard. The nature of response is crucial to the maintenance of public confidence in such consultation processes.

Against this backdrop — of huge challenges, of examples of successful engagement but the growing detachment of some people and communities — there is a growing sense that Sheffield, like other cities, simply cannot afford to not adopt an ambitious strategy for democratic renewal. Getting engagement right will never be easy. Engaging people with difficult issues requires commitment and will. It requires the investment of time and money. So, what would a clear, coherent and ambitious democratic vision for the city in order to underpin plans for economic growth look like, what would bringing about this vision entail, and how far from achieving this are we?

Leadership

Strong leadership is critical to creating inclusive places; mobilising and collaborating to channel the capacity, skills and creativity of people and organisations to shape economies that work for that city, town or neighbourhood. Leadership in Sheffield takes many forms — from community

20. Barber, B. R. (2013)
If Mayors Ruled the World:
Dysfunctional Nations,
Rising Cities,
Yale University Press.

leaders; champions of local issues and causes; business owners; elected Councillors, MPs and MEPs; to the paid officials that are responsible for running our public services. While national and global leaders are consumed by complex, all-encompassing challenges, there is increasing space for local leaders to thrive. Local leaders are immersed in the specific needs and opportunities of their local communities and places and can provide the pragmatic problem-solving that delivers real change on issues that matter locally²⁰.

Sheffield has long benefitted from prominent leaders that champion and project the city's opportunities on a national and global stage, including via the city's universities, business leaders, the NHS, the City Council and the wealth of arts, culture and musical icons that have helped drive Sheffield's status and identity in the national consciousness.

Sheffield has a number of well-established leadership roles and has looked to bring together leaders from across the public, private and VCS sectors to establish a shared perspective on the city's future direction and ensure that this is guided by public voice. However, there is a clear challenge to ensure that the leadership of places reflects and empowers their populations. As Sheffield's population diversifies, it is increasingly important that the city's leaders reflect all the city's people and communities. With the notable exception of our city councillors, this is far from the case. A critical challenge is that an increasingly diverse population needs a city leadership that represents different voices and opinions – without this the legitimacy of and support for decisions made on behalf of everyone in the city is potentially undermined.

The city needs a new generation of leaders in the public, private and VCS sectors to emerge, drawn from all communities, and so better reflect our increasingly diverse population and build a more inclusive city.

Sheffield City Council

As the civic leader, Sheffield City Council has a unique role in Sheffield's democratic life and its economic context, embodying the city's approach to accountability, engagement, involvement and the empowerment of communities. It's Corporate Plan 2015 – 2018 states:

21. Sheffield City Council (2015)
Corporate Plan 2015-18,
[http://www.sheffield.gov.uk/content/dam/sheffield/docs/your-city-council/our-plans,-policies-and-performance/Corporate%20Plan%202015-18%20\(11.5MB\).pdf](http://www.sheffield.gov.uk/content/dam/sheffield/docs/your-city-council/our-plans,-policies-and-performance/Corporate%20Plan%202015-18%20(11.5MB).pdf)

'Because we are a democratic organisation, the council is uniquely placed to lead changes that are beyond the scope of a single organisation, group or individual. This means our role extends beyond delivering services and running the Council well, into city leadership'²¹.

The city's 84 elected councillors are the key democratic link between our 569,000 people and decision making. The City Council's key decision making bodies are the Council itself, and the Cabinet.

As the city develops and changes, and with the financial pressures on the City Council brought by budget reductions, it is vital that the City Council finds new, innovative and varied ways to engage and involve people in the increasingly difficult decisions that it has to make. Lives, behaviours and expectations are changing and the approaches which the City Council uses to engage, involve and empower people need to keep up with these changes. This has been recognised, to an extent, in the recent reforms to the way that the Sheffield's Council meetings operate. Arguably this could go further to engage a wider range of Sheffield's communities in the decisions that matter to the city; and deeper on specific issues and with specific neighbourhoods and communities.

Modernising the City Council approaches to decision making and engagement

A cross-party group of Councillors have been working on some initial steps to modernise the City Council's decision making and engagement processes. This has included:

- Trialling a later start time of full council meetings of 5pm to enable more Sheffielders to attend outside of work hours
- Exploring options for webcasting and audio recording Council meetings to increase transparency and accessibility
- Reviewing the process for petitions and exploring different ways that the public might ask questions of decision makers

The cross-party group is also leading the development of a new engagement 'route map' for the Council which is intended to make it easier for residents to find the best way to get involved in local decision making depending on their interests and identify the different ways to ask questions and raise issues with the Council.



Elections

In 2018, the UK rightly celebrates the centenary of a major step forwards in democratic inclusion – the passing of the Representation of the People Act 1918 which widened the electoral franchise to some women over 30 and the majority of men over 21.²²

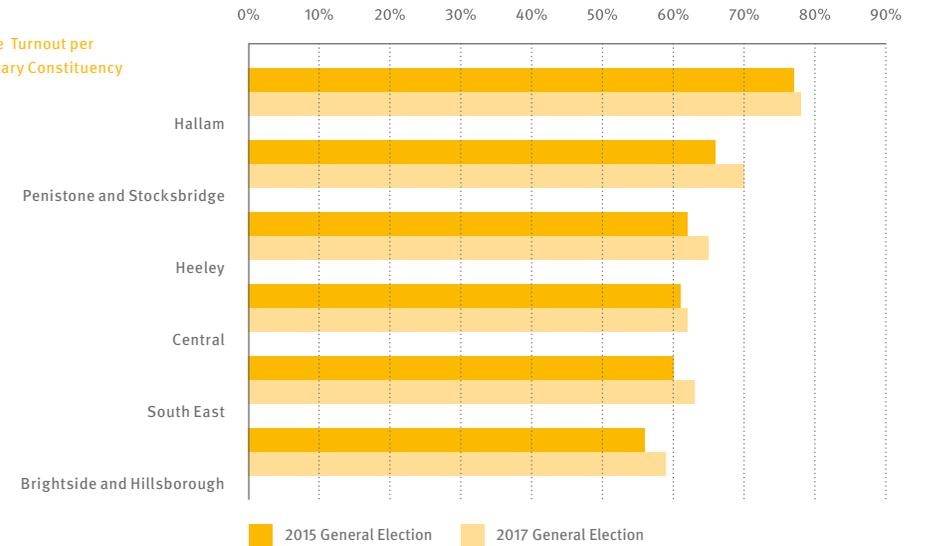
Elections remain the most recognisable expression of democratic engagement and are the key opportunity in representative democracies for registered voters to have their say on the political priorities and direction of the neighbourhood, city or country. Elections therefore play an important role in shaping inclusive places and the performance of the economy – the extent to which people feel the positive or negative effects of the economy through jobs, incomes and housing remains a key factor that influences people’s voting habits²³.

Since the last State of Sheffield report, there was the unexpected General Election in June 2017, which saw an increase in turnout in every one of Sheffield’s Parliamentary constituencies, perhaps reflecting the prominence of contentious issues such as Brexit, the NHS and the economy.

22. Representation of the People (Equal Franchise) Act 1921, <http://www.parliament.uk/about/living-heritage/transformingsociety/electionsvoting/womenvote/case-study-the-right-to-vote/the-right-to-vote/birmingham-and-the-equal-franchise/1928-equal-franchise-act/>

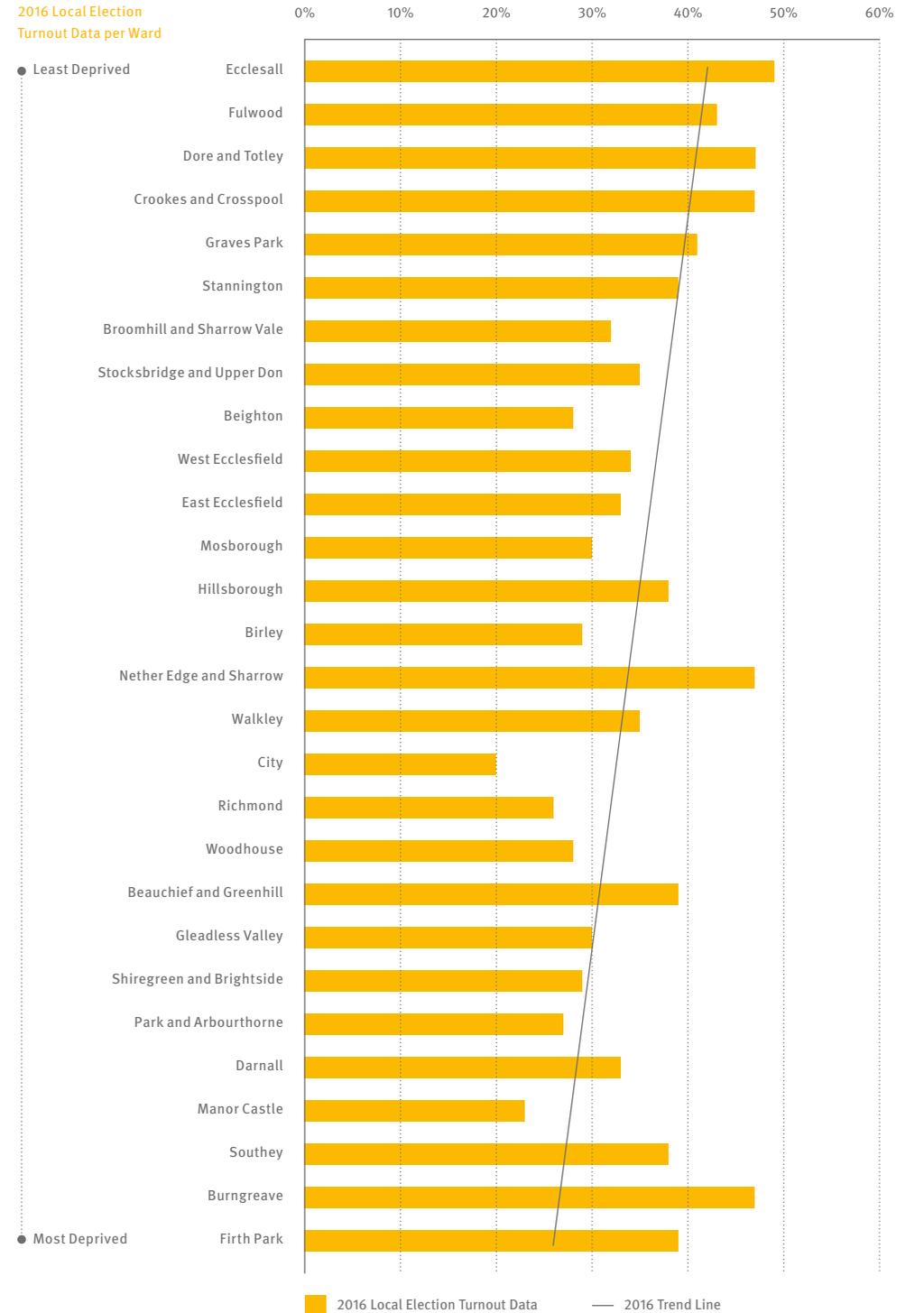
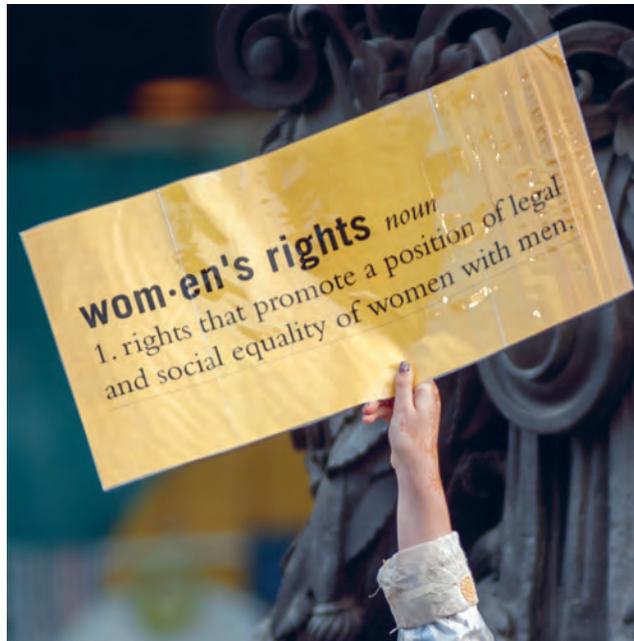
23. British Election Study (2018) The Brexit Election? The 2017 General Election in ten charts, http://www.britishelectionstudy.com/bes-impact/the-brexit-election-the-2017-general-election-in-ten-charts/#.WnnU8IZI_IV

Electorate Turnout per Parliamentary Constituency



24. See Local Government Boundary Commission for England, <https://www.lgbce.org.uk/current-reviews/yorkshire-and-the-humber/south-yorkshire/sheffield-fer>

There were no local council elections for Sheffield in 2017, save for two by-elections, as it was a fallow year after the 2016 elections when every Councillor in every seat was elected following a review of the city's ward boundaries²⁴. As the following chart demonstrates, electoral participation in the 2016 elections varied significantly across the city and there is reasonably clear relationship between electoral participation and deprivation. In short, it is the more affluent parts of Sheffield that are more likely to turnout to vote. This emphasises the interconnection between economic and democratic inclusion and that as a city, we have to strive to encourage voters in all areas to both register and exercise their democratic voice but also, that we have to find other ways to engage and involve the communities in the more deprived areas of the city so that their voice is not lost in the decisions that are made.



We know there are under-registered groups and some of the barriers that they face, for example for young people, frequent home movers, some BME groups, people with long-standing illness or disability and other vulnerable groups. Barriers to electoral registration are many and varied, as are the solutions to addressing these. Great strides have been made on increasing student registration through innovative partnership work between the city council and the universities, and this collaborative approach across a range of agencies in the city with first hand experience of under-registered groups will be key. Importantly, it may also be a change to the other ways of ensuring their voice is heard that becomes a persuasive reason for some people participating in more formal democratic activity.

On the 3rd May 2018, there will be elections for one third of Sheffield city councillors (one seat in each ward). The same day will also see a new election — for the first time, voters in Barnsley, Doncaster, Rotherham and Sheffield will be able to vote for a directly elected mayor for South Yorkshire. This position potentially brings new powers over the economic area and the transport system and therefore could bring greater influence and democratic accountability for important local issues to the local electorate.

Governance

Good governance of public and private institutions can be a decisive factor in shaping inclusivity of places. Looking beyond the City Council, Sheffield's public bodies tend to be led and governed by combinations of executive and non-executive directors — by mixtures of professionals and lay members.

These include the four main NHS organisations, the two Universities and Sheffield College, all our schools, many of our voluntary organisations and so on. Good governance is really important, as it is a major safeguard against corporate failure, whether in the private sector as we saw with the 2008 crash or more recently with Carillion, in the public sector or indeed the voluntary and charitable as we have sometimes seen, for example with some NHS organisations.

In Sheffield we have had good governance in all sectors — we have not seen any major corporate failures, and the evidence from external audits and reviews in all sectors is

generally very good. But: we must never become complacent, and must always be striving to review and refresh the governance throughout the city.

‘Good governance is about making the very best decisions so that we meet people’s needs as well as we can. It’s about being willing to listen to a very wide range of opinions and working with people to design services. And when changes are made, it’s about being open to critical feedback and being prepared when necessary to act upon what we hear.’

Recently, we’ve made some important changes to community mental health services, changes which have generated both support and concerns. We have engaged service users, our members and our governors in planning these changes, whilst making sure that we remained focused on our values and objectives.’

Jayne Brown

Chair, Sheffield Health and Social Care NHS Foundation Trust

Overview and scrutiny, introduced by the Local Government Act 2000 to hold decision-makers to account, forms part of the governance arrangements in the city. Scrutiny has some statutory responsibilities that extend beyond the Council, for example, to consider significant changes to health services.

Depending on the nature of the topics, the extent to which detailed scrutiny is required, and the resources at their disposal, scrutiny committees use a range of approaches, including looking at issues in detail at meetings, in some cases using the style of a parliamentary select committee; running in-depth reviews taking evidence from different sources; holding ‘call-ins’ of decisions; and considering petitions.

Key challenges for scrutiny include making sure that it looks at those issues where it can have most impact, and better engaging and involving the public in its work. With much of what the city is seeking to achieve being delivered in partnership with other agencies, scrutiny has an increasing role in both holding other public sector bodies to account and in maximising the expertise they can bring to scrutiny. This includes not only the major public sector agencies but also the voluntary and community sector, business representatives, academic institutions, and importantly people affected by decisions.

Increasingly scrutiny has a role in testing and influencing approaches before decisions are made, and not just those made by the City Council. For example, when the Children, Young People and Family Support Committee considered the Emotional Wellbeing and Mental Health Transformation Programme at its meeting in December 2016, it welcomed the new initiatives being planned and tested, together with the commitment to parity of esteem between mental health and health; and requested that the Chair write to Learn Sheffield, requesting that they contact all schools in the city to encourage them to engage with the Programme, and to nominate someone from their senior leadership team to act as a lead for emotional wellbeing and mental health in school.

25. <https://www.parliament.uk/business/committees/committees-a-z/commons-select/communities-and-local-government-committee/news-parliament-2017/scrutiny-committee-report-17-19/>

The recent DCLG Select Committee Inquiry into overview and scrutiny in local government²⁵ highlighted a desire for scrutiny to be held in higher esteem and one of their recommendations was for further powers to ensure partner agencies have to respond to scrutiny. The experience in Sheffield is that there is a willingness of other public sector agencies to submit themselves to scrutiny, and we need now to look further at the opportunities that they can bring scrutiny around local insight and long term shared ownership of solutions prior to formal decision making.

‘Good governance, in all sectors, is about having management arrangements in place that are open and inclusive, and that draw in ideas and concerns from everyone – but which are nonetheless absolutely focused on the organisation’s purpose and objectives, and action to achieve these.’

Richard Wright
Executive Director, Sheffield Chamber of Commerce

Engagement

Our vision for democratic renewal is fundamental for creating a more inclusive city and is about far more than good leadership, the role of the City Council, sound governance and better electoral participation. It's also about finding more ways for Sheffields to become engaged in planning and decision making in the city.

This isn't always about searching for the next innovative engagement initiative. Rather, it can be about better combining old and new ways of getting insight into communities, understanding why different groups of people and individuals want or indeed don't want to engage, and tailoring engagement to meet the differing needs and expectations of all stakeholders in the city including the public, service providers, partner agencies and the voluntary and community sector.

An inclusive approach means recognizing the strengths and weaknesses involved in digital engagement, more innovative deliberative approaches and the more traditional forms such as public meetings, focus groups, and surveys. It is impractical to engage with everyone to the same extent and different stakeholders require different types of relationships. Greater collaboration between agencies and indeed citizens in the design of engagement is essential, starting with a shared set of engagement principles across all public organisations informed by all stakeholders.

Alongside exploring new forms of engagement, a modern engagement framework for the city can build on assets already in place. It also has to recognise that the city's population is changing, with increasingly diverse communities, and stark inequalities in different parts of the city. The focus on inclusivity means we need to think carefully and creatively about how best to engage with groups who otherwise may not be heard.

Sheffield's six 'equality hubs' were set up in 2014 to give a voice to particular groups of people in the city. The hubs offer an important route for communities of interest within the city to influence decision making and have the potential to increase the 'reach' into communities that many organisations don't have the capacity to do alone. Dialogue with individual hubs and as an overall Network has highlighted the cross-cutting agendas around health, employment, poverty, hate crime, harassment and cohesion, of relevance to many of the city's institutions.

'The Equality Hub Network offers communities of identity the opportunity to make decision-makers aware of the issues which have a direct impact on them and to noticeably influence the decision that are made in the city. It is key in helping to achieve Sheffield's ambition to become a more fair, equal and inclusive city. The network welcomes everyone to get involved to extend democracy and participation.'

Lee Adams

Independent Chair of Sheffield Equality Hub Network

Sheffield's seven 'local area partnerships' are the way the City Council and other bodies join together more locally and seek to engage with people in their neighbourhoods. Different models have been established over a number of years, shaped by the desire to join up local service delivery, involve local people in identifying local priorities and how local services can be improved, enhance local accountability, and help local communities be more resilient. Austerity has brought substantial challenges and a recognition that further evolution of the neighbourhood model is needed to meet challenges around balancing the needs of hard to reach communities and those people feeling left out/ignored, alongside the new technologies creating new channels for dialogue, and to provide better connections between services and local people within the context of increasingly limited finances.

This comes with big challenges of balancing different needs, experiences, capacity and expectations of communities and organisations, but importantly provides the opportunity for all stakeholders to be involved in helping inform the purpose, objectives and organisation of neighbourhood partnerships, and how people want to engage with them.

Over the last year the city has seen targeted engagement work in communities around integration and social cohesion, a continued focus on involving children and young people through the Youth Cabinet and UK Youth Parliament, Young Advisors and the Sheffield Vision for Young People. Much of this is underpinned by the Every Child Matters survey.

We have also seen significant engagement to support people and communities when faced with serious concerns such as intensive engagement with tenants and residents living in tower blocks following the Grenfell Tower fire, including activity to reassure residents around safety, attending surgeries, and working closely with the tenants and residents associations.

Different types of involvement are appropriate to different circumstances. In addition to informing and consulting, there will be circumstances where a much greater level of collaboration is needed.

So, what is the overall state of democracy and engagement in Sheffield?

Sheffield's proud tradition of protest and activism is being celebrated this year with a major new exhibition at Weston Park museum, *Changing Lives: 200 Years of People and Protest in Sheffield*, complemented at the Millennium Gallery by Hope is Strong, a new exhibition exploring the power of art to question and challenge the world we live in.

100 years after some women won the right to vote, and 90 years on from universal suffrage, Sheffield continues to be a city in which many people and communities want to contribute to changing our city for the better. And yet, for equally many people, including those who are most marginalised, being heard and exerting real influence is increasingly difficult. As the pace of change accelerates, often in ways we would hardly have imagined even a few years ago, it is all the more imperative for us all – public bodies, employers and businesses, and the voluntary and community sector – to find new ways of meaningfully engaging people in planning and deciding about the city's future, whilst at the same time encouraging everyone to participate in the democratic process.

We have some great examples of good democracy and engagement, but equally we know that we do not have an overarching vision and strategy for renewing and sustaining democracy and engagement in Sheffield. This, we believe, must be a key feature of our plans for an inclusive economy.

Chapter 03 —Safety & Security (#49–64)



Photograph by: Tim Dennell

Introduction

Sheffield has long held a reputation as a safe and welcoming city. The most recent data on crime and safety shows us that this perception remains an accurate one across the city as a whole. This chapter attempts to describe the overall picture of crime and safety in the city; provide an understanding based on the most recent evidence of how this varies across different parts of the city and for different types of crime; and explain, as far as possible, any recent changes in crime and safety data.

Inclusive growth, as described in Chapter 1, has gained greater traction and prominence in recent years and features within national policy as part of the drive to build a fairer economy that works for everyone. The prospect of an inclusive economy brings with it the possibility of tackling those social and economic factors that are now understood to be at the root of problems of crime and urban violence.

This chapter therefore also explores how the evolving social context of the city could present potential challenges to ongoing community safety, notably around issues of migration and community change, and sets out how partner organisations are working to ensure that Sheffield remains a welcoming and cohesive city, through such initiatives as ‘Cohesion Sheffield’, the city’s renewed cohesion strategy²⁶.

Crime and safety in Sheffield – the current picture

Crime rates have been rising across the core cities. Over the past three years, as we can see in the chart below, Sheffield has fared relatively well, with a below average nine percent increase in the crime rate (given as incidents per one-hundred-thousand population), compared to an average 14% increase across the core cities as a whole. This is the second lowest percentage increase of any Core City. Similarly, when looking at the number of crimes, Sheffield has seen an increase of 10% over this period, compared with a core city average of 16%. This puts it ranking as fourth across the two measures when compared to the Core Cities (Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle and Nottingham).

Total yearly crime rate per 100,000 population

Data Source: Police UK

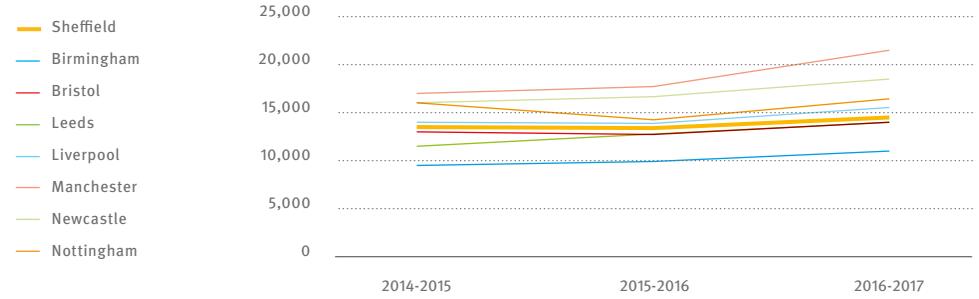


Table 1: Breakdown of recorded crime 2014–17 by offence category

Looking in more detail at this data for Sheffield shows that a total of 289,000 offences were recorded over the last three and half years (January 2014 to August 2017). If we break this overall figure down into the different types of crime (shown in Table 1) it is clear that the majority (47.2%) of recorded crimes are instances of anti-social behaviour (ASB), with the other top two offences being ‘Vehicle Crime’ (12%) and ‘Violence and Sexual offences’ (11.2%)

ASB	47.2%
Vehicle Crime	12.0%
Violence & Sexual offences	11.2%
Criminal Damage & Arson	8.5%
Burglary	6.3%
Shoplifting	5.6%
Public Order	2.3%
Theft from the Person	1.3%
Drugs	1.3%
Other Theft	1.3%
Robbery	0.8%
Bicycle theft	0.8%
Other Crime	0.7%
Possession of weapons	0.5%

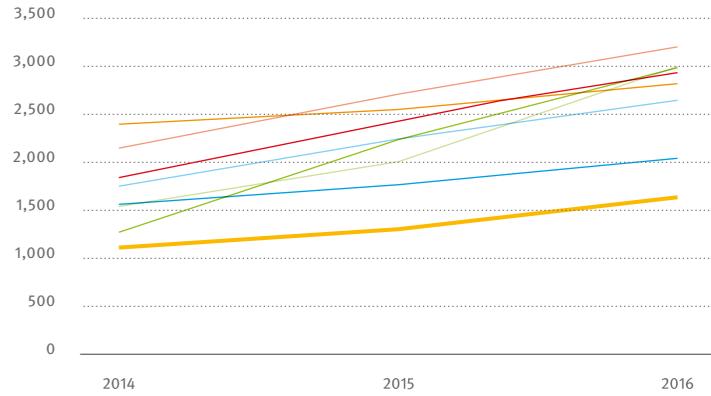
Although anti-social behaviour and vehicle crime are serious and significant issues that can cause misery for their victims, the category of violent and sexual offences is a key concern for the public. When analysing this data further, we see that Sheffield over a three year period (2014–2016), consistently

26. See page 74 for case study and links for Cohesion Sheffield

Violent and Sexual Offences per 100,000 population, 2014-16

Data Source: Police UK

- Sheffield
- Birmingham
- Bristol
- Leeds
- Liverpool
- Manchester
- Newcastle
- Nottingham



We can see therefore that whilst crime has been rising in Sheffield, as it has in other major urban areas, the rate of increase is not as great as most other places. Nevertheless, it is still clearly of concern that crime and anti-social behaviour are increasing in this way. The city’s response to this is explored further below. However, it is also important to recognise that there is a critical geographical dimension to the picture of crime and ASB in the city. Some communities are more exposed to the impact of crime than others, and this has a key contribution to feelings of safety, and how included people feel in the city and wider economy. The maps below illustrate where crimes in the city have been committed. For the eagle eyed, crime data is reported on the old ward boundaries.

Photograph by: Tim Dennell

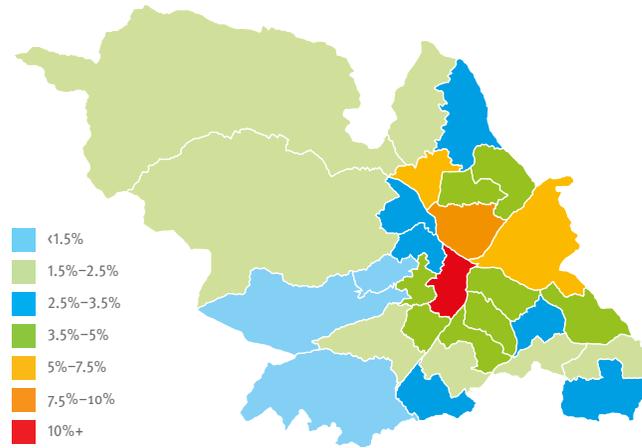


Photograph by: Tim Dennell



Map 1:
2014–17 Crime percentage distribution by Ward
© Crown copyright and database rights 2018
Ordnance Survey 100018816

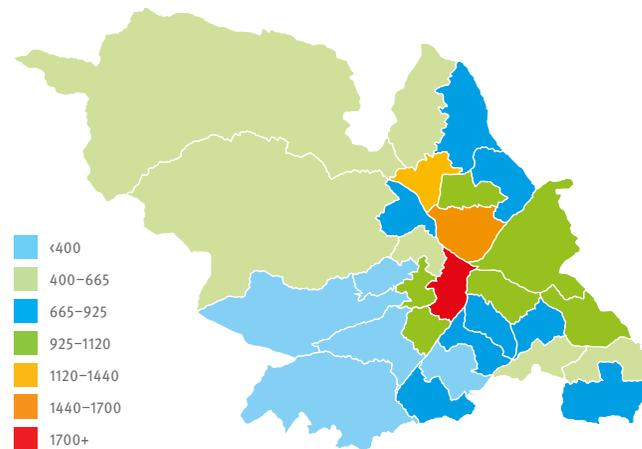
Looking first at the overall geographical distribution of crime across the city (Map 1), it is clear that there are some important variations, for example the city centre emerges as the area most affected by crime.



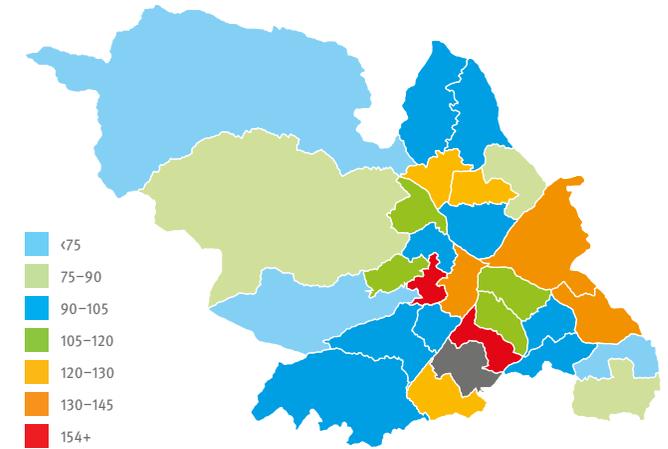
- 27. Judie Nixon and Sadie Parr, *Anti-social behaviour: voices from the front line*, 2006
- 28. Adam Crawford and John Flint, *Urban Safety, anti-social behaviour and the night-time economy*, 2009

Map 2:
2014–17 Distribution of ASB offence rate per 10,000 population by Ward
© Crown copyright and database rights 2018
Ordnance Survey 100018816

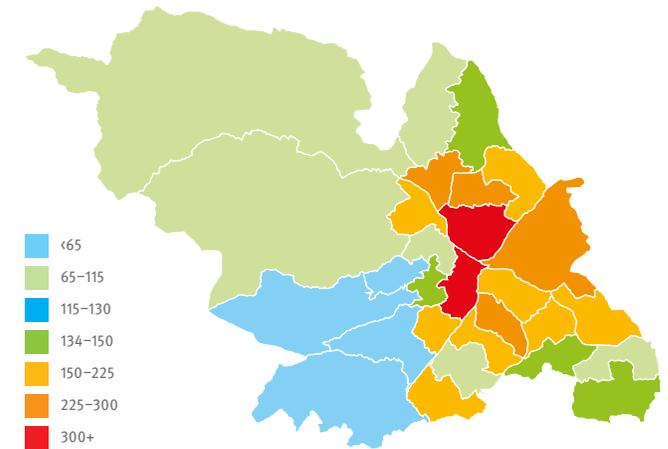
Looking at these three categories, the first thing to highlight is the different distribution of each types of offence. Beginning with ASB in Map 2, given the factors that are known to contribute to such incidents, it is no surprise to see the majority of these offences clustering in the city centre^{27, 28}. However, it is less easy to explain the particular geography when we look at the distribution of Burglary and Violence and Sexual Offences.



Map 3:
2014–17 Distribution of Burglary offence rate per 10,000 population by Ward
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Ordnance Survey 100018816



Map 4:
2014–17 Distribution of Violence and Sexual offences rates per 10,000 population by Ward
© Crown copyright and database rights 2018
Ordnance Survey 100018816



Looking at Map 3, the old Broomhill ward experiences the highest levels of burglary. However, deprived wards such as Burngreave, Shiregreen and Brightside have burglary rates below the city average. This indicates that there is not a direct correlation between deprivation and burglary, and that factors other than deprivation must be taken into consideration in explaining these patterns. For example, we know that higher burglary rates are also related to the presence of highly populated areas, with the coexistence of suitable targets, lack of guardianship and ease of access. This may partly explain the increased vulnerability to burglary experienced in areas such as Broomhill ward. However, it is not clear that this fully explains the geographical variation in the data for this category of offence.

When looking at Map 4, which shows the distribution of violent and sexual offences across the city, the distribution is different again. This is difficult to explain for a number of reasons. Firstly, we need to understand that this category conflates a number of different types of crime. Secondly, only by looking at the social, demographic and economic aspects of the communities will it be possible to explain such distributions.

Having considered the available data, Sheffield appears to continue to be a relatively safe city in comparison to its peers, although it has experienced an increase in reported crime in recent years, albeit at a lower rate than comparable urban areas. Analysis reveals that the geography of crime in the city is complex and variable, and we do not always have good explanations for the distribution of different types of crime across the city. It is clear that although there is some association, there is not a strong correlation with deprivation.

In future changing the scale of the analysis to smaller geographical areas, and more distinct crime classifications, would significantly enhance understanding.

However, only by relating these insights to the social, demographic and economic geography of the city will we begin to understand and explain patterns of crime. Ultimately this calls for a better integration of the work practices of academics, City Council and the Police Service.

29. South Yorkshire Police and Crime Commissioner, 2017

30. Sheffield DACT Needs Assessment, 2017

Perceptions of safety

Perceptions of safety and security affect how people encounter and negotiate the city. Alan Billings, the South Yorkshire Police and Crime Commissioner, in his Police and Crime Plan 2017–2021²⁹, argues that ‘It is not just the absence of crime and disorder that makes a community safe, but that the community members all believe it is safe’. In order to consider how to increase inclusion, fairness, cohesion and community safety in Sheffield, it is therefore important to understand the diverse factors which may influence perceptions of safety and security in the city.

As the preceding section illustrates, the occurrence of crime is not equally distributed across the city. This means that whilst some areas of the city may enjoy a higher sense of safety and security, residents in other areas may have an entirely different perception of whether Sheffield is a ‘safe’ or ‘welcoming’ city. Research has long shown that the actual rate of crime only accounts to a certain degree for how people perceive the safety and security of their surroundings. Other factors like access to and trust in quality public services like the police; media reporting of local and national events; stereotyping and discrimination; mobility; isolation; financial security; cultural background; gender and sexual identity; proximity to university areas or football grounds; and so forth all influence how safe people feel in their surroundings. How safe people feel in the private sphere is also important to consider when discussing safety and security in Sheffield. The experience of violence, intimidation, coercive control and fear in the home also represents a serious and often less visible barrier to a safe, inclusive society.

This last point out is borne out by those children and adults who are affected by, either directly or indirectly, domestic violence. Many of the issues that can lead to domestic violence are discussed within this report — economic pressures, employment, substance misuse, mental health. According to the Sheffield Drug and Alcohol/Domestic Abuse Coordination Team (DACT) Needs Assessment³⁰, between 18,192 and 21,691 people in Sheffield have been victims of domestic abuse in the last 12 month period.

Of these victims an estimated 13,232 to 14,466 have been females and 4,763 and 7,586 have been male. In addition, local intelligence and other data sources have been reviewed and the outcome suggests Sheffield is more likely to have a higher prevalence rate for domestic violence than the England average.

Safety, security and the inclusive economy

As we have seen, Sheffield has a well-earned reputation for being a low-crime city relative to other major urban centres and, linked to this, that it is a socially cohesive place in which residents, in general terms, look out for each other and who experience a relatively strong sense of connection. Research on urban crime and violence in particular, has tended to find that cities with high levels of material inequality are much less safe and have higher levels of violent crime³¹. We tend to find these connections because inequality is often related to low levels of investment in the things that matter to preventing crime — stable environments that support families, good education systems, opportunities for work and a decent social environment.

The strength of Sheffield's communities has been a significant factor in the city avoiding some of the scenes witnessed in other cities over recent years, including for example the riots of 2011 and other forms of disorder. There is little scope for complacency here however, for three reasons.

First, the relative cohesion of the city's communities was traditionally linked in part to strong occupational identities and a relatively stable population that generated a strong sense of common goals and social identity, which has been fundamentally changed by 30 years of economic change, as well as changes to housing. Recent demographic changes and migration run the risk of increasing a sense of internal divides. These risks are made greater in an environment in which opportunity for the excluded is stunted by the prevailing local economy and work opportunities and in which central government investment that used to come via regional and urban funding pots has been massively eroded. Second, patterns of violence that frequently go unreported, including hate crime, physical and verbal abuse in public spaces, and domestic violence in particular are problems that require concerted action and blight the lives of many residents. Hate crime flourishes in economically depressed city contexts. Third, and finally, Sheffield remains

31. Ian. R. Taylor,
Crime in Context, 2013

a complex city that has significant social and spatial divisions. These can undermine shared notions of belonging and identity that are important to creating a sense of community.

These risks are shared by all major urban areas. However, cities can take steps to mitigate these risks through effective joint working across agencies and sectors; and through key policy interventions. The steps that Sheffield is taking in this space to maintain its reputation as a safe and cohesive city are set out below.

Photograph by: Tim Dennell



What's being done to improve safety and security in Sheffield?

There are a wide range of effective initiatives in Sheffield that aim to improve community safety. One of the most important of these is partnership working on crime and safety issues across the public, private, and voluntary sectors. These help to coordinate activity; ensure that appropriate support is available for those impacted by crime and anti-social behaviour; and develop appropriate responses to those individuals and groups committing offences.

The Sheffield Safer and Sustainable Communities Partnership Board brings together a wide range of stakeholders, from Sheffield City Council to South Yorkshire Police, National Probation Service, Youth Justice Service as well as representatives from the private and voluntary sectors to ensure effective relationships between organisations. It sets shared priorities on crime and safety issues; takes joint action on key issues; and to advise on the allocation of resources to support this. In addition, Sheffield has a strong voluntary sector, which is involved in a large range of initiatives focusing on relevant issues, including victim support; cohesion, domestic and family violence; support for asylum seekers and refugees; support for young people at risk of being drawn into criminal behaviour; employability and adult learning; as well as health and well-being support. Their localised knowledge and expertise not only assist them in providing and prioritising supported tailored to the specific challenges emerging in different communities, but also play an important advocacy role in shaping appropriate policies and public services that take into account specific local dynamics.

South Yorkshire Police is currently implementing a neighbourhood policing model based on demand modelling that will 'create close community links and engage with people in neighbourhoods in order to understand their policing needs and requirements with a focus on empowering communities, intervening early, valuing difference and protecting vulnerable people'. Underpinning this model is the belief that neighbourhood policing should be local teams providing visibility in the local area, integrated with partners, prioritising communities of highest need, delivering public engagement, problem solving in partnership, supporting vulnerable people and places, working towards reductions in crime and anti-social behaviour, and utilising information and intelligence from the community.

Case Study: ASSIST

Meet Asefa:

'I came to Sheffield via Ethiopia, Sudan, Italy and France. My homelessness in France was particularly difficult. When I got to Sheffield, the Eritrean community told me of ASSIST and how the people might help improve my situation. There were also some Eritrean volunteers in ASSIST.

'Before I found ASSIST, I had absolutely nothing. Things have changed now. Now my health problems are being sorted out and my legal situation is moving forward. This is basically because I can have somewhere to sleep and enough to eat — ASSIST give me food bank vouchers. If I go there just once I can eat for fifteen days.

'It used to be the case that depression made me think too long about the problems in my life. The days are so long and difficult when you're homeless and you can send yourself crazy with your worries. You get obsessed with whether or not you will eat tomorrow, or whether or not you will have somewhere to sleep tomorrow, so much so that you just have no space left in your head to think about anything else. I also have a son here. I want to improve the conditions of my life for his sake. I want to take him to places. ASSIST is helping me move my case forward so I'll be able to make him proud of me. Already I have had contact with a solicitor.

'Before ASSIST, people who knew I was homeless wouldn't even say "hi" to me. Now I have a place to sleep. I can eat, cook my own food, wash myself, and use the buses every day. I still have almost no money, but I have this support and a place to go every night. I used to sleep in the train station.'

Conclusion

An inclusive economy is an important element of generating resilient and safe communities with less crime and violence. Economic growth that engages significant numbers of the population and, especially, those from deprived communities is a key aspect in addressing challenges with crime and community safety. In this sense numerous components of social investment (health, education), economic policy (the type and extent of employment opportunities) and political leadership (stressing a fair and inclusive city for all) are strongly aligned with attempts to reduce the risk of victimisation and urban violence. This chapter has demonstrated that Sheffield remains a safe city compared with other large urban areas in England. This is a significant achievement in an age of austerity and substantial cuts to the budgets of all of the public services with a role to play in this agenda. However, in common with other similar places it has seen a rise in crime, albeit at a lower rate than other cities, meaning that the city cannot be complacent in this regard. There are likely to be ongoing challenges, and critical amongst them is the need for individuals, communities and agencies to work together to continue to foster social cohesion as the city continues to grow and change.

Photograph by: Tim Dennell



Sources for Chapter 3

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Chapter 04 —Social & Community Infrastructure (#65–78)

Photograph by: Tim Dennell



Introduction

Sheffield has an active and vibrant voluntary and community sector. People come together to solve problems, provide services, help each other and campaign for what they believe in. The assets of the sector are significant: people and skills and organisations connected within their communities; buildings and facilities; and open spaces. Harnessing all those assets, supporting their growth, and building upon the foundation of Sheffield’s strong community infrastructure, will be a key aspect of the city’s efforts to foster an inclusive and sustainable economy. However this chapter argues that to realise these benefits requires recognition and investment in organisations and infrastructure, to enable the sector to grow and flourish.

Photograph by: Tim Dennell



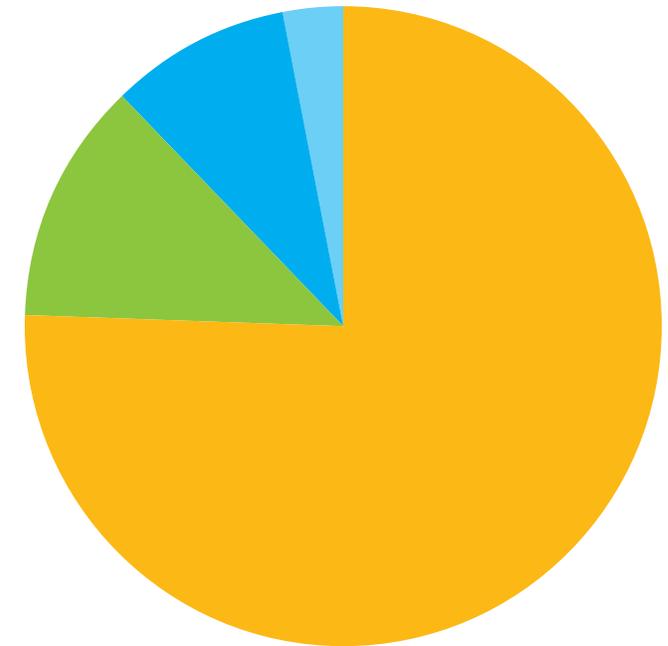
Voluntary and community sector in Sheffield

Sheffield has around 3,300 voluntary and community groups, more than might be expected for a city of its size. This includes charities, social enterprises and cooperatives, some operating “under the radar” as well as formally constituted organisations. The size of the community sector organisations in Sheffield mirrors the local private sector in some ways. The make-up of the sector broadly reflects the national picture with micro groups (with an annual income of less £10k) making up 75% of all groups. Only 3% are “large” with an income over £1m.

Proportion of Sheffield VCS organisations by size (estimated)

Data Source:
Sheffield State of the Voluntary and Community Sector survey 2016

- Micro (under £10k) – 75%
- Small (£10k–£100k) – 12%
- Medium (£100k–£1m) – 9%
- Large (more than £1m) – 3%



32. <http://www4.shu.ac.uk/research/crest/ourexpertise/state-voluntary-and-community-sector-sheffield>

Voluntary and community groups operate across a wide spectrum of services. The 2016 State of the Sector survey³² suggests almost half operate in health and social care, 27% in education and training; 22% in recreation and sport; and 20% in environmental activities.

Many voluntary and community groups offer services, which are generated and designed by communities and as a result reflect need. Importantly they do this at significant scale and impact, with 7.2 million interventions delivered to people during a year.

33. University of Sheffield's accounts for 2016/17 say £607m expenditure; SHU's £271m.

In terms of economic contribution the 2016 State of the Sector survey estimates that the voluntary and community sector contributes around £810m to the Sheffield economy. By way of comparison the turnover of the two universities is £878m³³.

	Sheffield	Manchester	Nottinghamshire
No. of interventions	7.2m	6.1m	4.5m
No. of organisations	3,346	3,394	4,663
% micro (-£10k)	75%	66%	87%
% major (+£1m)	3%	5%	Less than 1%
GVA	£810m	£599m	£313m

Volunteers play a critical role within the sector in Sheffield and come from all walks of life and live across the city. [Map 1] shows that volunteers registered on the Sheffield Volunteer Centre database live in areas of high deprivation as well as areas of greater affluence. Volunteer roles too are present across the city, with some clustering around areas of greatest deprivation. In short the location of volunteers and volunteer opportunities reinforces the picture that volunteering helps build social capital and enables people to take control of issues affecting them and their lives. A comprehensive literature review from the King's Fund found that volunteering was positively associated with improved self-esteem, wellbeing and social engagement from both the beneficiaries of volunteering activity and the volunteers themselves³⁴. There is evidence that volunteering also supports employability³⁵. Using data on life satisfaction, a report for the Department for Work and Pensions quantified the value of the 'wellbeing benefit' that each frequent volunteer gains from volunteering to be approximately £13,500 per year³⁶. Assuming paid staff would not be used in the absence of volunteers, it is estimated that volunteers in Sheffield organisations contribute equivalent to £323 million to the city's economy each year.

Many groups within Sheffield are small or medium in size, operate at a neighbourhood level, are connected to their local community, and run by volunteers. They can therefore offer the possibility of engagement with hard to reach groups and potentially mobilise people into action around issues which are of greatest concern. They are therefore well positioned to help in deprived communities³⁷ also by virtue of engagement with volunteers the sector can help with giving individuals a

34. https://www.kingsfund.org.uk/sites/default/files/field/field_related_document/volunteering-in-health-literature-review-kingsfund-mar13.pdf

35. <https://www.birmingham.ac.uk/generic/tsrc/documents/tsrc/working-papers/working-paper-100.pdf>

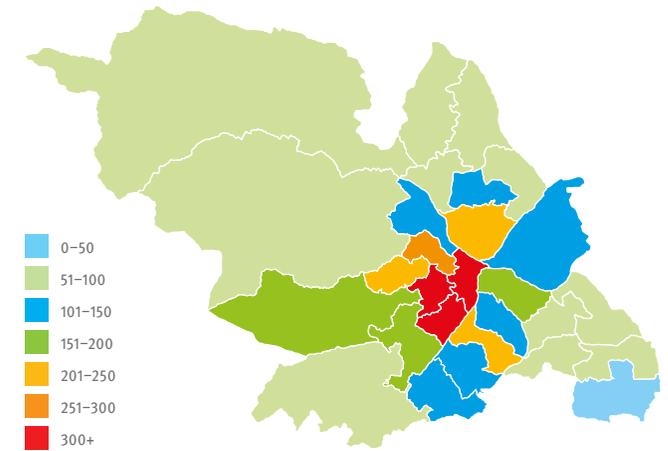
36. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221227/WP112.pdf

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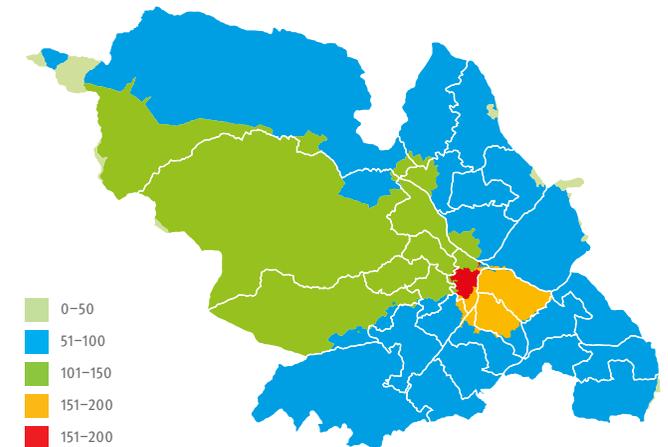
38. <http://journals.sagepub.com/doi/pdf/10.1177/002214650704800408>

sense of purpose in their community. "Volunteering ... [enables] the individual not only to enjoy the activity itself but to have a greater sense of satisfaction in feeling that they are making a contribution to wider society"³⁸. The importance of this in combating not only isolation in an individual sense, but also the now commonly held notion of communities being "left behind" cannot be understated. Volunteering is unique in its return to individuals, communities and the city as a whole, and has a substantial part to play in helping connect people to the benefits of economic growth, as well as being a mechanism to help individuals develop the skills that they need to participate more fully in the wider life of the city, including its economic success.

Map 1. Number of volunteers by Ward
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Ordnance Survey 100018816



Map 2. Number of volunteering opportunities (postcode district)
© Crown copyright and database rights 2018
Ordnance Survey 100018816



Case study: The Real Junk Food Project Sheffield

The Real Junk Food Project Sheffield challenges the way restaurants, supermarkets, and all of the players within the food industry, handle ordering, over-production, distribution, and management of food in ways that create the unnecessary waste of edible food.

Project Director Rene Meijer explains their mission, ‘we are all about reducing waste, but also making a more sustainable food system. We also address sustainability from a social point of view, using our cafes and enabling fair access to nutritious food.’

Local beginnings, a national agenda

The project started around 2 years ago by building relationships with local businesses. Rene tells us, “We simply walked into local food stores and restaurants in Sheffield and started building a relationship. We found local businesses wanted to engage and do something positive about waste.”

Recent media exposure around food waste, the increase in food banks and subsequent public pressure has led to larger retailers working with framework partners nationally and locally to address distribution of waste and this has supported the project in Sheffield.

‘We work with organisations like East Midlands Trains to take surplus food from train catering and as we have worked with more and more businesses our project has grown nearly tenfold in the last year.’

Delivery

The Project now distributes food to schools, through the pay-as-you-feel Sharehouse market and now runs two cafes and a catering business.

Staff and volunteers prepare and serve 8,000 meals a month across the project. Weekly the project diverts 5 tonnes of food that would otherwise go to landfill.

But Rene is quick to point out that they are not a food poverty project. ‘We have set up our cafes in areas where we can be inclusive and where we can engage with communities, but we don’t want to create spaces or services that exclusively target people in need- we don’t want to isolate and stigmatise people suffering from food poverty — the idea is the café is for everyone and no one is outside of society. Our fundamental belief is if we solve the food waste problem then food poverty can be solved.’

‘The cafes are joint ventures with community organisations, the Victoria Centre and Zest, and this means we can engage more effectively with the local communities.’

Volunteers are from a wide array of backgrounds, some recruited online and some recruited from the local community. Volunteers may have started as a customer and the project works with them to support their involvement.

The future

The project has been nominated as one of the four finalists for the Social Enterprise of the Year Award as one of the most promising micro-enterprises in the UK.

‘Next year we want to grow a lot more, but logistics are expensive — 1 van delivers 3–5 tonnes of food per week. Everything would become at least half as cheap if we can grow to five times the size, but that means we need more space.’

Case study: Heeley Trust and Heeley People's Park

Heeley Trust is a charitable enterprise anchored in the local community's work to transform derelict space after plans to build a dual carriageway were shelved. The trust took ownership of 3.5 hectares of land, through a 125 year lease from the Council in 1997. In the intervening 21 years they have developed the 'mini Peak District on your doorstep' that is Heeley People's Park today, which is one of the largest community owned and run parks in the country.



Local pioneer for a national challenge

The national challenge of sustainably managing park and green space in this country is best highlighted in the 2016 State of the UK Public Parks report. Based on four surveys of park managers, independent park trusts, park friends, and the general public, the findings show that there is a growing deficit between the rising use of parks and the declining resources that are available to manage them.

Heeley Trust have been pioneers in trying to develop a sustainable model from income generation activity, including developing a local subscription model.

Heeley Trust Manager Andy Jackson tells us about the vision for Heeley. 'We are committed to developing 'assets of community value' (that's the technical term) – buildings and assets that are an investment for our neighbourhood – like Sum Studios (the former Anns Grove School developed by the Trust) and The Heeley Institute. These bring money into the Trust that can be reinvested in the community.'

'To manage the park sustainably we need diverse income streams (e.g. assets, rents, event income and grants), we need that income to be regular, planned for, steady, and we need our community to love their park; to care for it.'

'In Heeley, where we've got the message across, people have bought in strongly – with local people not giving just annually, but monthly to maintain and develop the park and following up with offers of time volunteering – people care so much about parks!'

With so much evidence and live research going into the benefits on people's health and wellbeing of the great outdoors (termed 'green prescribing'), we need to align our vision for health creation and activities preventing ill-health with that of sustaining and developing our green spaces.

The role of the voluntary sector in co-production

People in the city are the most powerful agents of change. Co-production involves bringing together the skills and assets of different organisations and sectors to solve a jointly experienced problem. We can no longer rely on the same mechanisms to design and provide services as we have done in the past. At its best co-production engages people, their experiences and skills, to improve design and delivery. The community sector plays a key role in bringing people together, facilitating engagement and finding a way forward.

This is brought to life by looking at cohesion in the city (see chapter 3 for more information on crime and community safety issues). Sheffield has faced numerous threats to cohesion – reduction in public sector funding and the impact that has on citizens and services; accelerated migration; increased frequency in terror attacks nationally; and an increase in hate crime. Co-production between the voluntary and community sector and Sheffield City Council on behalf of partners led to agreement of principles and objectives for a renewed strategy. These were jointly developed in workshops to produce ‘Cohesion Sheffield’ – a framework for cohesion rather than a top down strategy, inviting partners to sign up and their find their own way to apply it.

A significant attraction of this approach is the strength of different sectors coming together. That is recognised by funders, for example the Paul Hamlyn Foundation funded Cohesion Sheffield to facilitate the implementation of the framework, hosted in the voluntary sector as the delivery vehicle. The strategy is making a vital contribution to the economic and social wellbeing of the city: linked to the Sheffield Partnership Board’s priority of inclusive growth; and building wider links within the city region based on the principle that co-production and social cohesion are essential for prosperity and well-being.

Case Study: Cohesion Sheffield

Sheffield has created a strategic framework to help guide organisations, groups, communities in the city to sign up to cohesion commitments and develop action plans for a cohesive city.

It is being developed as a collaboration between partners – the lead partners in the co-production being Sheffield City Council (SCC) and the Sheffield Cohesion Advisory Group. It is underpinned by the 8 point Sheffield Commitment which includes the following principles:

1. We recognise that cohesion building is an end in itself – supporting people and communities to live in harmony with respect for each other – and is also a means of preventing escalation towards scapegoating vulnerable people, hate crime, and antisocial behaviour.
2. At the heart of the strategic framework is a commitment to regard all encounters between people (formal and informal) as an opportunity for building cohesion in the city.
3. Austerity and increasing financial inequalities are undermining cohesion. We need to acknowledge scapegoating is happening and challenges prejudice in a way that engages and informs.
4. The strategic framework links to the work of the Sheffield Fairness Commission and identifies the importance of actions that can tackle issues of inequality and injustice.
5. The strategic framework is underpinned by the Sheffield Commitment: to diversity and inclusion, a welcoming place to be, living and working with respect for each other.
6. The Sheffield Commitment arises from values historically important in Sheffield and to Sheffielders.
7. The Sheffield Commitment is supported by leaders from all sectors in Sheffield.
8. The Sheffield Commitment includes a commitment to co-design and co-production.

Challenges for the voluntary sector

The community and voluntary sector is facing critical and growing challenges. It faces those challenges at a macro level, as the environment within which it operates becomes more challenging — securing financial resource, working in an environment with growing inequality and a demographic deficit, and the effects of climate change all take their toll. It also faces the challenges at a micro level, in the day to day manifestation of those challenges — particularly a growing client base who present with increasingly complex problems; budget deficits and a lack of financial security and depreciating assets. The recent report³⁹ from the Commission on the Future of Localism chaired by Lord Kerslake notes the damaging consequence of long term underinvestment in civic and social infrastructure, a position which will only further deteriorate without proper investment. The Lloyds Foundation and IPPR found: ‘Organisations working in deprived areas are far more exposed to risk than others ... most reliant on state funding and least able to draw upon alternative sources of funds, are losing out ... and will continue to do so [and] are also likely to experience the greatest increases in demand because of changes to the welfare state, and the increasingly precarious nature of the job market.’ In Sheffield we recognise and experience this analysis. Demand for services is rising, the challenge is to enable organisations to continue to do (and to measure the impact of) what they do best with their communities — providing services, connecting people and places, and helping people to build confidence and skills. Too often organisations are driven by financial deficit to chase funding at the detriment of their mission. If we lose the focus of organisations on their very reason to be, we will lose the impact of the community sector in the city.

The voluntary and community sector in Sheffield is facing these challenges and looking to alleviate them for the communities in which they are rooted. In many respects they are best placed to do so, as anchor organisations that can bridge the gap between the grassroots, lived experiences of individuals and communities, and the top-down, policy-led approach of local and national government. But if, as a sector and as a city, we fail to address these challenges at their root, we will continue to fail to overcome them.

Part of this challenge is how as a city we attribute value to the impact of voluntary and community groups. Too often as a

39. <http://locality.org.uk/our-work/policy/localism-commission/>

city we try to measure value in purely economic terms. Rather we need to measure and support social value, and understand the benefits of the sector to the city. For community groups that value is as much about generating social capital, enhanced quality of life and health and well-being — the key components of inclusive growth as described in this report. Inclusive growth needs to be measured in a way which takes account of these wider benefits realised by voluntary and community groups. And those groups need investment which recognises the full value of what they bring to the city.

Conclusion

Sheffield has a large and vibrant sector which is making an important contribution to the well-being of the city and its residents. It is active across the city, offering opportunities for volunteering and helping communities who are facing challenges.

The activity community groups undertake, and the contribution they make to significant issues we face show the value of the sector to the city as a whole. But too often we try to measure that value in pure economic terms. For voluntary and community groups, actions and outputs are based on impact, quality of life, and wellbeing. If as a city we were to recognise the true value of the voluntary and community sector, recognise its impact on public service, coherence and wellbeing, we could tackle many of the challenges it faces, including financial security; harness the assets of the sector to tackle the collective problems we face; and enable people and communities to come together to take action. By making best use of all the assets in the city we will achieve inclusive growth to the benefit of all — socially and economically.

Chapter 05

—Health & Wellbeing: An economic perspective (#79–90)

Photograph by: Tim Dennell



40. World Health Organisation Commission on Macroeconomics and Health, 2001

On a global scale, the role of health as a component of human capital — and therefore its importance in economic development — has been acknowledged widely, as exemplified by the Commission on Macroeconomics and Health (CMH) in 2001. However, the focus has predominantly been on low to medium income countries, indeed the predominant thrust in developed countries has been to view health as a cost to be driven down⁴⁰. This view has changed over recent years, with an emerging view that the health of a population is not just a product of a successful economy, but also one of the key determinants of inclusive economic development.

In the UK, the interplay between health and inclusive growth has been recognised, but this needs to be seen alongside the fact that the national policy areas and local systems involved in this issue (welfare, employment, public health and healthcare) are not traditionally well integrated.

This section will:

- Describe how poor health impacts on in-work productivity, on unemployment, on opportunities for future inclusive growth in the city, and also show how current employment trends can impact on resident's health.
- Provide some information on the current health of Sheffield's population
- Explain how poor health and disability can mask actual unemployment rates, making them look better than they actually are and will briefly describe some of the work already underway to combat inequities of employment opportunity

The impact of residents' health on creating an inclusive economy

One of the key issues impacting on our residents' ability to contribute and benefit from economic growth is their health. Therefore, health has a critical part to play in building an inclusive economy. Individuals with long-term health conditions or disabilities can suffer economic disadvantage unless there is a serious system-wide commitment to ensuring these conditions do not become a barrier to employment. Furthermore, having a population with long term health problems can impact upon economic growth as well as being costly to the public purse. As an example, cardiovascular disease, mental illness, obesity, diabetes,

41. Marc Suhrcke, The contribution of health to the economy in the European Union, 2005

42. JL Liu et al., The Economic Burden of Coronary Heart Disease in the UK, 2002

43. Lord Dennis Stevenson and Paul Farmer, Thriving at Work, 2017

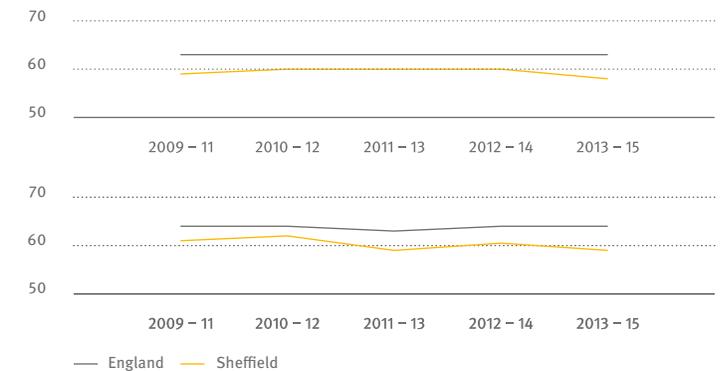
tobacco and alcohol⁴¹ all have massive economic impacts as well as health impacts. For example in 1999 Liu et al. calculated the burden of cardiovascular disease purely related to productivity in the UK to be £2.91 billion. The same study showed the total annual cost of all coronary heart disease related burdens to be 1% of GDP and almost 11% of total NHS spend in that year⁴².

The cost, both financial and personal, of poor mental health is even more important. The cost of poor mental health to Government is between £24 billion and £27 billion. This includes costs in providing benefits, falls in tax revenue and costs to the NHS. The cost of poor mental health to the economy from lost output as a whole is even greater, at between £74 billion and £99 billion per year⁴³. Mental health has significant implications for an individual's life chances, with poor mental health associated with smoking, obesity, and higher levels of personal debt. The employment rate for those who report mental illness as their main health problem is 42.7% compared to an employment rate of 74% for the total population. Of all long term sickness absence in England, 19% of it is attributable to mental ill health. Although mental illness forms 25% of national illness and mortality, only 10% of the NHS resource is spent on it, compared to 16% on cancer and 16% on respiratory diseases. This current imbalance of spend within the NHS may well have an adverse impact on the city's productivity.

Healthy Life Expectancy at Birth: Males, Sheffield and England

Healthy Life Expectancy at Birth: Females, Sheffield and England

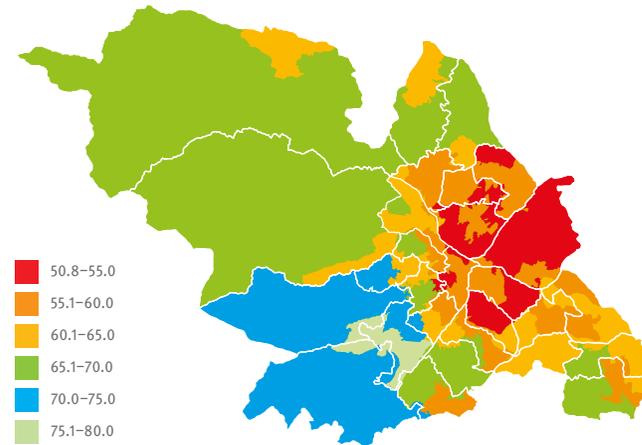
Data Source: Sheffield Director of Public Health Report, 2017



As outlined in the first section of this report, inclusive growth in a city is dependent on the health and wellbeing of the population since they are the principal component of the economic infrastructure. Without a healthy workforce productivity will be low and consumers will also spend less locally if they are unable to work because of their health. Sheffield has lower healthy (i.e. long-term condition free) life expectancy for both men and women compared to the national average. Even more concerning is the fact that life expectancy is 10.1 years lower for men and 7.6 years lower for women in the most deprived areas of Sheffield than the least deprived areas. The female healthy life expectancy gap between most and least deprived areas is 21 years (see map below). For men, this difference is almost 25 years.

Middle Super Output Areas 2011
Female Healthy Life Expectancy

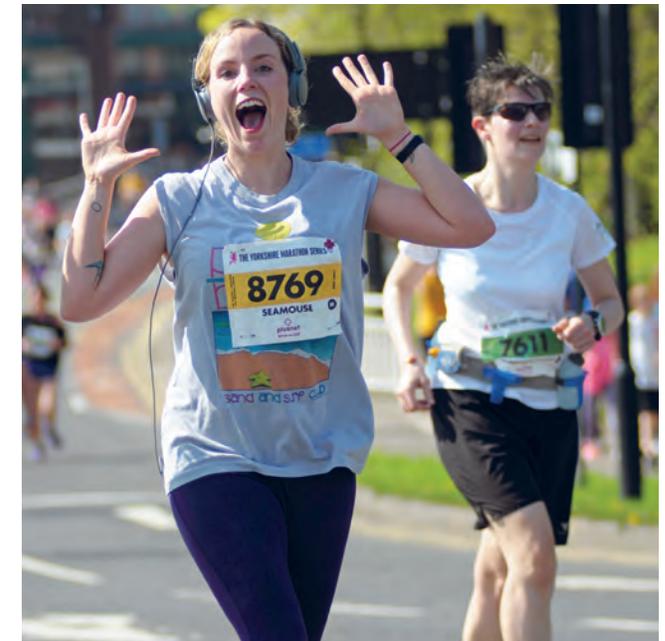
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ordnance survey 100018816:
Public Health Intelligence Team
18/3/12/2015



These stark inequalities at national and local geographies are not solely a health issue, they also represent a significant economic challenge. Generally speaking, people are living longer, but in Sheffield the onset of a long term health condition such as diabetes, musculoskeletal problems, or respiratory illnesses like COPD happens, on average, much sooner in life meaning that people spend more of their remaining lifetimes in poor health. As a consequence, they may spend more years being economically inactive and unable to both engage with, and benefit from, the local economy.

The number of people with two or more chronic health conditions (known as multi-morbidity) is an increasingly significant component of the healthy life-expectancy gap, and is impacting the city-wide economy. The combined costs of sickness absence, lost productivity through worklessness, and health-related productivity losses are estimated to be over £1 billion annually in Sheffield. This is around the same amount as the whole NHS budget in the city.

Photograph by: Tim Dennell



Health, good work and the gig economy

Increasing the number of employment opportunities does not guarantee a path to inclusive growth and improved health. Work can be a cause of stress and common mental health problems: and therefore ‘bad’ jobs can have an adverse impact on the health of the population. In Sheffield in 2014-15 almost 100,000 days were lost to work-related stress, depression or anxiety.

One of the emerging areas of concern in this respect is the emergence of the gig economy. A gig economy is an environment in which temporary positions are common and organizations contract with independent workers for short-term engagements (e.g. to deliver a takeaway meal). We see an emerging picture in Sheffield of an increasing number of people working increasing numbers of jobs and average hours worked, with reduced job security as compared to the traditional economy. A local study by Citizens Advice Sheffield on insecure employment in Sheffield supports this view, and details the interaction of these issues with individual’s health⁴⁴.

It is also noticeable that there has been a significant increase in people classed as self-employed over the past 5 years⁴⁵. This may be due to increased innovation and entrepreneurship, but may also be an indication of the gig economy growing. The health and wellbeing consequences of growth in this sector will require careful examination over the coming years. Nationally the gig economy comprises about 1.1 million people, which is roughly equivalent to the NHS workforce⁴⁶. Benefits to the individual include greater flexibility of hours worked at the expense of job security. There are also emerging concerns that the digital platforms that often underpin gig working are not substitutes for line managers or co-workers — they have no regard for the individuals’ mental health, capacity to work on a given day, and algorithms can de-register workers over productivity issues which can create stress and anxiety⁴⁷. Not only does traditional employment guarantee rights and protections in the labour market, but it is also an important source of public revenue, accounting for a greater share of taxes per capita than self-employment⁴⁸.

44. Sheffield Citizen's Advice Bureau, Insecure Employment Report, 2017

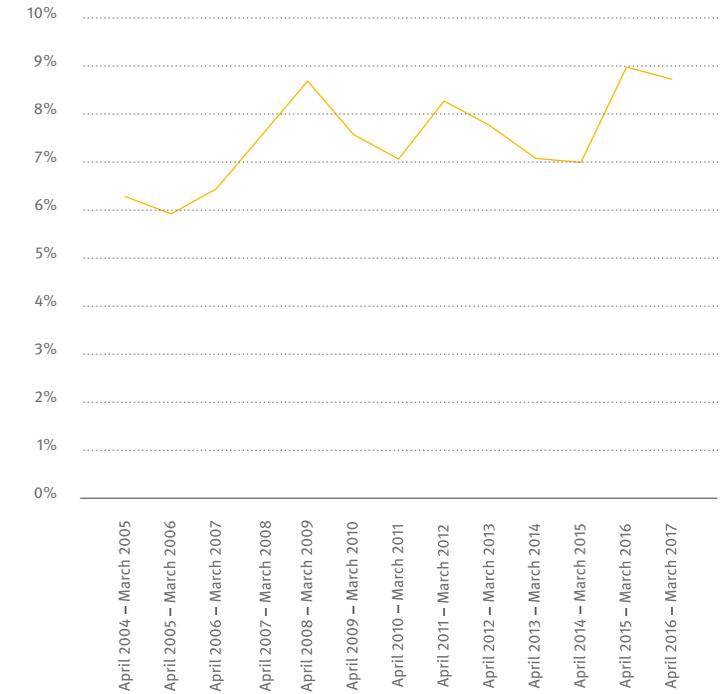
45. ONS Annual Population Survey, 2017

46. Brhmie Baleram, Making the Gig Economy Work for Everyone, 2017

47. Financial Times, Mental Health and the Gig Economy, 2017

48. Brhmie Baleram, Making the Gig Economy Work for Everyone, 2017

Percent of Self-employment
Data Source: NOMIS — (2017)
— Percent Self-employed



Health, economic inactivity and unemployment

Health problems are a key barrier to engagement in the labour market. If the city is serious about promoting inclusive growth it needs to consider ways in which to remove the barriers that people with long term health conditions and disabilities encounter when accessing employment. The ONS defines economically inactive as “People not in employment who have not been seeking work within the last 4 weeks and/or are unable to start work within the next 2 weeks”, while the unemployed are classified as “... those without a job who have been actively seeking work in the past 4 weeks and are available to start work in the next 2 weeks”⁴⁹. In Sheffield, of the non-working city population, there are currently over four times more economically inactive people than there are unemployed. The jobless who suffer from health problems or disabilities generally claim incapacity benefits instead of unemployment benefits. They are therefore omitted from the main unemployment statistics that are collected⁵⁰. This classification can mask the true level of unemployment in the city. We do know that health is a major contributor to economic inactivity AND unemployment in the city, but we also know that underlying structural inequalities and the variation in the wider determinants of health (such as poverty, education or housing) in Sheffield also have an important mitigating effect on this relationship. For example, although 48% of Employment and Support Allowance (ESA) recipients are noted as having a ‘mental or behavioural disorder’, there is evidence to suggest that those with similar conditions from less deprived backgrounds are more likely to be able to secure and prosper in work⁵¹.

Future trends in our workforce health also impact on our ability to make growth more inclusive over the coming years. Currently 1 in 3 people of working age have a long-term health condition, and over half of that subgroup say their health is a barrier to the type or amount of work they can do. By 2030, on current trends, 40% of working age people will be affected by poor health. Again, the distribution of this barrier is not equal, with the poorest populations of the city having a 60% higher level of long term conditions⁵².

Young people are a particularly important group in this debate. Any attempt to build a more inclusive economy has to account for and secure the health & wellbeing and skills

49. Office for National Statistics, 2017

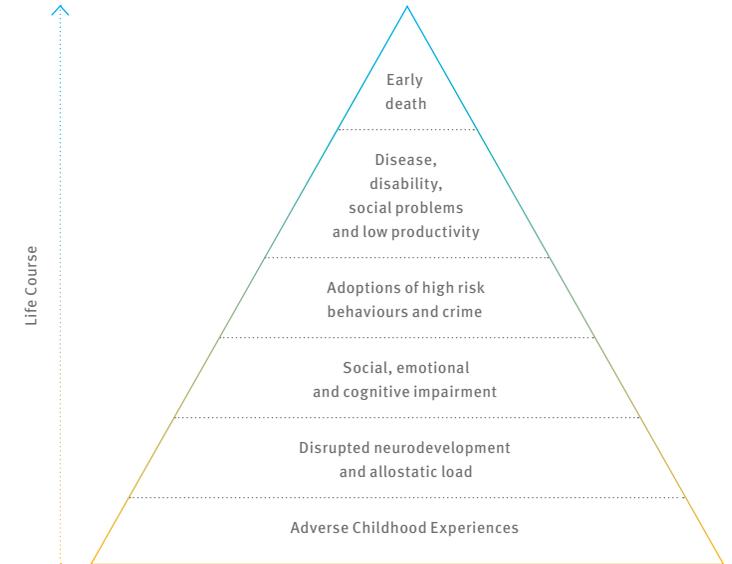
50. Christina Beatty, Steve Fothergill and Tony Gore, *The Real Level of Unemployment 2017, 2017*

51. Christina Beatty, Steve Fothergill and Tony Gore, *The Real Level of Unemployment 2017, 2017*

52. Public Health England, *Health and Work Infographic, 2017*

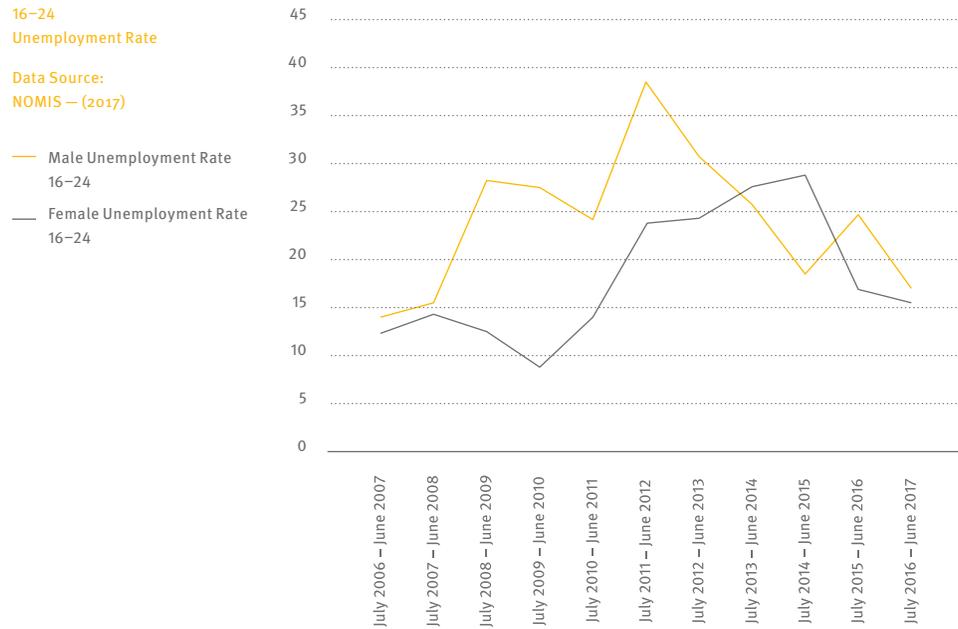
53. Sheffield City Council, *Director of Public Health Report, 2017*

Data Source: Public Health Wales NHS Trust (2015). *Adverse Childhood Experiences and their impact on health harming behaviours in the Welsh adult population.* Page 7



This “life course” approach has relevance for tackling the challenge of making growth more inclusive. We know that around half of mental health conditions start before the age of 14, and preventing poor mental health in young people is a critical factor in developing an inclusive economy with a sustainable future. Young people with disabilities account for 7% of the 16-24 population, but make up 16% of the total NEET (not in education, employment or training) group. The employment rate gap between people with and without disabilities widens from 27.8 percentage points at the age of 23 to 36.2 percentage points at the age of 24. This has significant implications for developing longer-term ambitions around inclusive growth.

Young people who are NEET are known to experience poor health and wellbeing, have worse life-chances and future employment prospects than their peers, and be more likely to engage in risky health behaviours and be less likely to engage with the local economy. Over the last ten years, the unemployment rate for people aged 16-24 has fluctuated, with a pronounced difference in the rate for men and women emerging, peaking in 2009-10 at 27.9% for men and 9% for women (an 18.9 percentage point difference). The rate for young men peaked in 2011-12 at 38.5% and has fallen almost linearly since, while the rate for young women continued to rise, peaking in 2014-15 at 28.8%, some 10% higher than the rate for men in the same year. In 2015-16 the trend flipped again, with the rates for men rising while that for women fell, and in 2017 the rates were 17.1 and 15.7% for men and women respectively. This is the first time the rate for both young men and women has been below 20% since 2007-08 so this trend should be encouraged and built upon.



The Sheffield response

Across the Sheffield City Region organisations have secured over £18 million to trial new ways of reconnecting sick and disabled people into the world of work. This is one of the first concerted attempts anywhere in the country to integrate the health and employment systems more effectively. Nevertheless sustained effort will be required in strategically aligning this programme and to make it easier for residents, clinicians, employers and communities to take advantage of these as part of our efforts to develop an inclusive economy. Local partnerships between the NHS and local government have also recognised the importance of employment in the long-term health of the population and have agreed joint activity to deliver some of the changes whereby clinicians start to ‘see work as a clinical outcome’ – a critical success factor in this agenda.

Conclusion

This chapter has evidenced the complex relationship between health and the economy in Sheffield, including a number of emerging challenges, such as the changing nature of work and the so-called ‘gig economy’. In doing so it illustrates an important aspect of health in the city and provides us with strong evidence of the need to foster inclusive growth by breaking down the traditional barriers between social, economic and health. These challenges are deep and long-standing in Sheffield— we have significant gaps within the city and between Sheffield and the national average on healthy life expectancy. To overcome these challenges will need a concerted, coordinated effort across a wide range of public, voluntary and community groups, but this will be a vital step if we want to create an inclusive economy in Sheffield that all can benefit from.

Chapter 06

—Looking Forwards: The Sustainability & Inclusivity challenge (#91–100)



It has been another challenging year for the city, and the country, including an unexpected General Election, and ongoing negotiations to leave the European Union. Moreover it is clear that many of our residents are still facing significant difficulties in their own day-to-day lives, as the national trends of rising inequality and deepening poverty persist. At the same time, we know that 2018 will bring the election of the first mayor for South Yorkshire, which will introduce new dimensions to governance and local economic development.

In the midst of this uncertainty, the 2018 State of Sheffield report offers the city and the Sheffield City Partnership Board (SCPB) a valuable analysis of the complex relationship between our city's economy, its people and its communities. These are the constants in Sheffield life - jobs, families, security, homes and health — and the things which make our city unique. With this in mind, the report has given us an important insight into how economic, social, and health policy are all interlinked, as well as improving our understanding of the significance of all three to our continued success as a city.

Throughout the year, the SCPB has been focusing our efforts on the development of a city-wide 'Framework for an Inclusive and Sustainable Economy', to be launched in the autumn, and this follows on from many months of exploring the issue of inclusive growth with local, national and international experts. We wanted therefore to produce a State of Sheffield report which aligned with and supported this work, and we commissioned our authors with the task of helping us to build up our understanding and evidence base around the importance of pursuing inclusive growth in Sheffield. We will now be focusing our efforts as a Board to ensuring that we understand how we can build an economy which is not only inclusive but also 'sustainable', as we know that this will be key to building a future city in which everyone can contribute to and benefit from our local resources.

Across the five chapters, we can see a complex picture of a city which has significant assets as well as ongoing challenges. As demonstrated in the 2017 report, we know that Sheffield has a lot in common with other core cities, it performs around average across a number of key measures, and shares many of the same challenges. The analysis this year echoes this. On the one hand it highlights some well

54. Reference to culture consortium stuff, reference last year's Vibrant Economy chapter.

known longer-term issues around economic productivity, health inequalities and disparities between different parts of the city. On the other hand, it illuminates the significant strengths we have at the heart of our neighbourhoods — our relatively low crime rates, our community-minded residents and our strong network of voluntary sector organisations. Moreover, we know that we have a large and vibrant cultural sector, and that the city is becoming home to a growing number of new emerging industries, alongside our well-established advanced manufacturing capabilities, all of which have a strong local identity and sense of vision for the city⁵⁴. This shows us even more clearly that the focus for building a strong future economy should be to use and maximise those assets, in order to help us to better address our challenges.

The following sections provide an overview of the key opportunities for Sheffield to build on in pursuit of a more inclusive economy, as identified in the report's five chapters. This chapter will then finish with some reflections on next steps for partners and stakeholders across the city and some consideration of how we can gather further input and evidence for our city Framework, most notably in terms of engaging our communities in the inclusivity debate and building on existing work related to sustainability.

The inclusivity and sustainability challenge

As described in this opening chapter, the 'inclusive growth' agenda is designed to address the central dilemma that job creation in itself, and even economic growth in a broader sense, does not necessarily bring people out of poverty, or enable them to participate more equitably in our economy and society.

The idea of 'inclusive growth' also emphasises that prosperity and wealth which is more evenly shared within and across communities will be more durable, and it recognises that 'inequality not only has a social cost, but that it also hampers long-term economic performance'⁵⁵. Inclusive growth is an economic issue, but it centres around an acknowledgement that the economic cannot be artificially separated from the social as 'good social policy is also good economic policy, and the reverse should equally be the case'⁵⁶.

This report again highlights the productivity gap in Sheffield and the Sheffield City Region, and along with low pay, this is a clear area of focus for the SCPB's inclusive growth work. However, central to building an inclusive economy is an acknowledgement that we need a more productive economy to deliver a more inclusive society, and a more inclusive society to deliver that productivity. Therefore, it is helpful to measure our success in a broader way, focusing for example on equality, mobility, participation and sustainability, alongside economic growth. This report offers us a blueprint for this approach as well as highlighting our existing strengths in this regard, and we will consider, as part of the work on our new framework for an inclusive and sustainable economy, rounded measures of progress towards our ambitions.

It is also clear that our inclusive model for economic growth needs to be underpinned by a focus on sustainability, and we have highlighted some of the important activity unfolding with regard to both environmental sustainability (maximising our natural resources and safeguarding against global warming, for example), and durability (supporting sectors which will continue to deliver decent local jobs in uncertain times and future-proofing our infrastructure). Following on from the analysis in last year's report around the city ecosystem, there are a number of relevant 2018 initiatives in the city, including the work around air quality, smart cities (notably work around the digital coalition) and Urban Flows, and we must continue to work together as partners to explore, support and drive forward this sustainability agenda.

Participation and involvement

In the 2017 report, we decided to introduce a discussion of democratic engagement for the first time. This was in recognition of our strong tradition of activism in Sheffield and its significance to city life. It highlighted some of the challenges we face as a city in the wake of the EU referendum result, particularly in ensuring that we both empower and engage with our diverse communities, especially those who have been most socially, politically and economically marginalised. For this year's report, we were keen to build on this initial analysis and explore the issues in more detail, including reflecting on the changing electoral picture which has emerged in the General Election. However, like the strong

foundations of participation in the city, issues around engagement are long-term and complex, and unfold in the context of broad social and political shifts. As partners and city leaders, we need to work together to build a city-wide approach to fostering engagement and participation which reflects our diversity in terms of people, ideas and experiences, and will enable us to ensure that we have a collective vision for the economy and the future city which is shaped by, and enhanced by, those same experiences, skills and insights.

Safety and security

Sheffield is well known as a safe and welcoming city and the evidence in this report largely supports this perception. We know that crime rates have been rising nationally in the face of growing poverty and inequality, changing demographics and cuts to public services, and Sheffield, like its core city counterparts, has experienced an increase in overall crime. However, Sheffield's rates of increase of overall recorded crime and crime rates per 100,000 are both below average. Moreover, the city consistently has the lowest rate per 100,000 population of all the Core Cities with regards to violent crime and sexual offences. However, the experiences (and perceptions) of residents in different areas of the city are very different. Across the city, we must also recognise the importance of ensuring that economic growth is more equally distributed if we are to support each of our diverse communities to be safe, cohesive, and resilient, and capture the wider benefit this would bring for all of our residents.

Social and community infrastructure

Sheffield's strong and vibrant community infrastructure has long been recognised as one of our greatest assets and this report has highlighted the strength and depth of our voluntary and community sector in particular, and the contribution it makes to individuals and families, to community resilience and wellbeing, as well as the important economic value it has for the city as a whole. The report described the high number of volunteers in our communities, and this picture is reflected across the city and within our diverse neighbourhoods. The report highlighted the growing trend towards co-production in the design of policy and services, recognising the strength that can be created by operating in this way. However, the core message from this year's report is that by continuing to nurture and value this asset, we have the foundations to build a more inclusive economy which is both durable and sustainable for the long-term challenges and uncertainties we face.

Health and wellbeing: An economic perspective

It is increasingly recognised that health and health inequalities have a significant impact on our ability to build and sustain a successful economy, and that having good and stable employment is a key factor in an individual's own health and wellbeing. The economic picture in Sheffield is mixed, as we know that our local economy has been relatively resilient and unemployment rates for both young men and women for example have fallen over the last year. However, as elsewhere in the country, the labour market is changing, and it is evident that the people of Sheffield are experiencing increasing job insecurity, as well as a range of other stresses related to work, inequality and poverty, which have a negative impact on both mental and physical health. The report highlighted in particular the complex interactions between poor health and work, the implications of this for building a truly inclusive economy, and the national fragmentation of policy solutions to this challenge. The work that has begun around creating a more integrated health and work system in Sheffield is a positive step, and one that we should build on as a city.

In Sheffield we are acknowledging and working to address these complex challenges and see health and wellbeing as a core component of our emerging approach to inclusive and sustainable growth.

Photograph by: Tim Dennell

Next steps for 2018

- Engaging and working with communities and stakeholders to explore their vision for a sustainable and inclusive Sheffield.
- Gathering more evidence and insight from residents, experts and policy-makers around key issues, particularly those which have not featured as strongly in this year's report – including sustainability, equality and diversity. This will inform work this year as well as next year's report.
- Developing our Framework for an Inclusive & Sustainable Economy – launching this in the autumn as a first step to taking forward a shared city-wide approach.



State of Sheffield 2018

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The sustainability challenge

Cities like Sheffield are drivers of economic growth. This growth can help bring major social, financial and cultural opportunities for our residents, communities and businesses. However, as we know from evidence in previous State of Sheffield reports, this growth has not resulted in a less polluted or more equal city. We need to find ways which enable our city to evolve whilst at same time improving our environment and quality of life for all our citizens.

In March 2017, Sheffield City Council approved *Growing Sustainably: A bold plan for a sustainable Sheffield*⁷.

This report set out a commitment to build on the comprehensive evidence base and recommendations delivered by the Green Commission to set out an ambitious vision to make Sheffield a growing, productive and sustainable city.

The report set out five key objectives:

- Climate change mitigation, adaptation and resilience
- Sustainable and affordable energy, for homes and businesses
- Transport and mobility
- Air quality
- A green and innovative economy

The Council is currently developing a *Green City Strategy* which will enable the Council and its partners to progress the objectives established last year.

As a city we are fortunate to have a significant number of organisations, institutions and private businesses that are also engaged in delivering services and products that embody sustainable thinking or are seeking solutions to some of these challenges we face. Many of our communities are already delivering sustainability projects and the action of every resident in our city should not be underestimated.

Clearly, if Sheffield is to become a more sustainable city, the cleanliness of the air we breathe is of upmost importance. The Clean Air Strategy⁸ sets out the air quality challenge for the city: road transport accounts for 50% of nitrogen oxide emissions with the most significant source of those coming from diesel vehicles. The key transport corridors into and out of the city centre are of particular concern and the train

7. <http://democracy.sheffield.gov.uk/documents/s25838/Growing%20Sustainably%20Green%20Commission%20Report%201.pdf>

8. Full Clean Air Strategy— Item 10 of Cabinet meeting 13 December 2017: <http://democracy.sheffield.gov.uk/ieListDocuments.aspx?Cid=123&Mid=6624&Ver=4>

station is also an area of particularly high pollution because of the mix of diesel cars and trains. Poor air quality adversely affects human health, and has been estimated to account for up to 500 premature deaths per year in Sheffield. *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. There is also a link to people's incomes: i.e. those in poorer areas are more likely to be exposed to poor air quality.

The Clean Air Strategy sets out an approach to tackle the sources of air pollution and creating a healthy, thriving city where many more journeys are made using active travel and low emission public transport. As a first step, a Feasibility Study⁹ will be completed during 2018 to determine if a Clean Air Zone¹⁰ is required in Sheffield, and if so what area it would cover and whether it would need to involve charging certain vehicle types¹¹. Other key actions include improving the bus fleet and taxis; establishing anti-idling zones around schools and other sensitive locations; promoting clean travel and drawing on the power of communities by commissioning a Clean Air Champion scheme.

Regardless of the outcomes of the Feasibility Study, what we already know is that this is a citywide issue for Sheffield that is predominantly about our lifestyles and how we get from A to B. The more we know about the quality of the air we breathe, the better. The University of Sheffield is currently setting up the Urban Flows project¹² — an urban observatory which will measure and map resource and energy usage alongside air pollution and local weather patterns with the aim of reducing the city's environmental impact and providing valuable data for city planners to better focus interventions around, for example, saving energy, reducing fuel poverty and creating a clean air city. The *Urban Flows* project will foster innovation by making its data freely available online and by setting open challenges to encourage those in the city and further afield to develop solutions to the city's challenges.

9. The Feasibility study will be a joint study with Rotherham because it is part of Sheffield Urban Area.

10. A Clean Air Zone is an area where targeted interventions are put in place to reduce air pollution within the shortest possible time. These interventions may include charging for the most polluting vehicles.

11. <https://www.gov.uk/government/publications/air-quality-clean-air-zone-framework-for-england>

12. Find out more about the Urban Flows project here: <https://www.sheffield.ac.uk/news/nr/energy-observatory-1.687392>