

# A Tale of Two Cities

## The Sheffield Project

Bethan Thomas, John Pritchard, Dimitris Ballas, Dan Vickers  
and Danny Dorling

Social & Spatial Inequalities Research Group  
Department of Geography  
The University of Sheffield

<http://www.shef.ac.uk/sasi>



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## **Foreword by David Blunkett MP**

### **A Tale of Two Cities**

Sheffield is England's fourth largest city, with a population of over half a million.

It is a microcosm and emblematic of the divide that exists in England between wealth and health on the one hand and poverty and inequality on the other.

Economic, social and community devastation hit Sheffield in the 1980s, when tens of thousands of jobs were lost in high-skilled steel and engineering within a very short period of time. The social impact, as well as that on the incomes of the households affected, was profound.

The City Council chose to use innovative and creative methods to maintain public expenditure in a counter-cyclical move to try to protect Sheffield from even more devastation in the form of further job losses and social fracture. It was the only major city in England not affected by riots and disturbances in the early 1980s and has retained a sense of identity, social cohesion and a fierce loyalty from its citizens ever since.

But despite the most enormous investment in health, education, housing infrastructure and the economic and social regeneration which has taken place over the last 12 years, the city remains unequal.

Many of the programmes already in place will not yield results for many years to come. Investment in very young children and their families through the SureStart programme; the transformation of both the physical environment and the educational outcomes in schools; the new sixth form colleges that have been built over the last five years; the doubling of the number of those going to university from the north of the city in the last decade – all will take time to come to fruition. Measures to improve health outcomes and deal with gross inequalities in health and longevity through programmes aimed at cultural and environmental change are beginning to bear fruit – as is more traditional investment in health interventions. But longstanding and deep-seated disadvantage presents itself in attitudinal and behavioural differences that can only be tackled by fundamental changes in the nature of community – not just the lifestyle of individuals.

So, there has been no 'day zero' when all measures put in place have somehow had a dramatic impact on historic inequalities. The challenge is firstly to maintain the investment and the drive for improvement and to avoid cutbacks which would undermine motivation, morale and the rebuilding of the social capital and civic renewal which has been so fundamental to progress so far; and secondly, to continue investment in those communities facing the greatest disadvantage and historic underinvestment.

On the latter, it is unfortunate, to say the least, that Sheffield has already lost out on some of the measures which could help its citizens through the current downturn. One example is the Targeted Support Fund money which was announced in April, designed to provide grant funding to small and medium providers in communities most at risk of increased deprivation due to the recession through the Financial Inclusion Fund. Barnsley and Rotherham qualified; Sheffield did not, despite the fact that the north of the city is as deprived as any of the 50 areas that received money and the potential collapse of a

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number of projects in the Brightside constituency which provide debt advice and adult learning services.

Continuing investment is crucial. It is very clear that, whilst there are individuals facing inequality and poverty in parts of the city where otherwise people are living in either comfortable or even affluent conditions, it is the critical core – the culture of underachievement, of poor health, of a lack of both aspiration and expectation – which makes such a difference to success.

In simple terms, to narrow the gap between rich and poor – between inequalities in education and health, asset wealth and personal income – the family, the neighbourhood and community together have to be targeted, not simply isolated individuals whose behaviour, as we can see from this report, is affected by the culture and attitude of those around them.

Statistics relating to smoking in pregnancy show a stark difference between the wealthy Ranmoor area of the city and other neighbourhoods, such as Bents Green and Abbeyfield. The same is true in relation to breastfeeding, to attitudes relating to staying-on rates at the age of 16 in the education system and, with the historic collapse of apprenticeships 25 years ago, the belief in skills and qualifications as a means to lifelong improvement.

The new equalities legislation currently before Parliament involves a requirement that public bodies should take account of historic disadvantage as they prioritise investment – the new law states that all public bodies will be legally obliged to consider how they can “reduce socio-economic inequalities”.

This will involve the Audit Commission clarifying the way in which they approach these essential issues. Any misinterpretation of Audit Office advice relating to public health and inequalities needs to be urgently rectified. For instance, tackling a ‘community of interest’ is not in any way to undermine the importance of fighting deep-seated, geographically-based inequalities. In such areas, disadvantages would be reinforced by the lack of the social capital that results from investment in community regeneration, self-help and the creation of an environment in which community leadership and mutual action can yield profound and long-lasting benefits.

‘Community of interest’ can be taken to mean those with a particular challenge, such as Traveller families or transient migration – or those with a particular health inequality, such as the propensity for sickle cell anaemia. But it is the combination of poor housing, poor education, systemic unemployment, historic underinvestment in preventative and primary health and a combination of low income and low prospects which really makes the difference to success or failure.

So, whether it is in tackling teenage pregnancy, low birth weight, underachievement by the age of six, or the propensity to expect to go to university, to be warm in the winter, to live comfortably in a house free from damp and in a neighbourhood free from vandalism, anti-social behaviour and drug pushing – combined, unified and focused investment and support is needed to break the inequality which has bedevilled this city and our country; and which, unlike those with more beneficial universal outcomes, affects both economic growth and social wellbeing.

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That is why continued investment in family, neighbourhood and community programmes is essential; why reducing the asset divide (through measures like the Child Trust Fund) and through investment in community development work is vital.

But to achieve lasting change, it will take more than a change of heart by the City Council, the re-establishment of the freedom of NHS Sheffield to be able to direct resources where they are most needed and the continuous and consistent provision of measures to tackle disadvantage.

Central government will not only be required to maintain – and not cut – essential public investment to those who cannot ‘buy their way out’ of cutbacks in health or education. There must also be a change in the way the formulae are developed to provide help where it is most needed.

Quite simply, if, out of the six current Sheffield parliamentary constituencies, the Hallam constituency was no longer part of Sheffield City Council, the remainder of the city would be entitled to a substantial uplift, not only in the revenue support it receives on an annual basis, but in terms of its entitlement to a range of very specific grants aimed at tackling unemployment, disadvantage and regeneration.

One way out of this is for government to recognise the different population levels, geographic configuration and social divides within local authority areas. If, for instance, the north and east of Sheffield (the equivalent of a city the size of Leicester) were to be seen for specific grant purposes as an entity, it would be possible to concentrate resources heavily where they are most needed – and to overcome the paradox that the wealth in one part of the city precludes an appropriate national recognition for the less affluent.

Coupled with a rethink by the ruling administration in the city in transferring locally available and distributable resources away from the most disadvantaged areas, it would be possible, with government help, to ensure that a pocket of affluence did not further disadvantage the remainder of the city.

Not only has prioritisation for the most difficult and affected areas been reversed and the Narrowing the Gap strategy abandoned, but the distribution of resources has also, perversely, switched money away from those expected to take the decision – democratically accountable council leadership – and the buck has been passed down to local people and councillors. The ruling council administration, which has made the decisions on the distribution of funding to the new ‘community assemblies’ (each of which covers an area the size of a town like Chesterfield), has thereby washed its hands of responsibility for what it is ultimately accountable for and elected to do.

For instance, the Council has allocated £100,000 out of the Highways maintenance budget to each community assembly to tackle issues such as traffic management and accident blackspots. This is despite the stark disparity in the numbers of accidents between different areas of the city; in Shiregreen, there were 125 road traffic casualties between 2005 and 2007, while Worrall, for example, had fewer than six. To allocate the same amount of money to the community assemblies which cover these areas, when there are obvious differences in the risk of being an accident victim between one area and another, is self-evidently ludicrous.

A reversal of the perverse distribution formulae to the assemblies and central government support would mean that real local decentralisation and community involvement could

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become meaningful. As can be seen from the graphs provided in this report, contrary to government policy, resources are presently being redistributed away from the concentrated, critical core of poverty – thereby increasing rather than decreasing the historic inequalities of the city of Sheffield. Of particular concern are the East and North-East Community Assemblies; the North-East Assembly alone comprises three areas which formerly merited their own local area panel, namely Burngreave, Brightside/Shiregreen and most of Southey/Owlerton. The council has allocated £2.2 million to be divided equally between all of these communities, regardless of need – money which represents a substantially lower percentage of the total funding for the whole city than was given under the old area panel system.

These are areas which suffer not just the higher number of road traffic casualties already mentioned, but also low staying-on rates at school, a higher proportion of residents living in Council Band A properties (99% in Shiregreen), a greater likelihood of being a victim of burglary (16 for every 1000 people in Burngreave in the first quarter of this year, the worst rate in the city) and life expectancy which is below the Sheffield average.

Were national government to take a similar view to the current local administration and move resources away from the most geographically disadvantaged parts of the country – as is happening in Sheffield – or simply cut back on services more broadly, inequality would inevitably grow, disadvantage would be reinforced from one generation to another and hope and expectation would be diminished – with all the consequential social divisions which have so badly affected social mobility, personal fulfilment and economic competitiveness over a very long period of time.

So, in moving to decentralisation, it is vital that the distribution formula for resourcing is based on up-to-date, relevant and verifiable information, in order to focus and target such resources where they can achieve the greatest benefit – including building the social capital and capacity of the community for self-determination and self-help. Conducting a detailed community audit of all channels of public funding into defined areas (the Government needs to continue its emphasis on just this subject, expanding the Total Place programme to combine and free up funding streams to meet identified needs) and allowing local people genuine influence over its use and redirection could be transformational in terms of political engagement and participative democracy. This cannot happen whilst funding is arbitrarily sliced up to reflect purely population levels, or while positive action to reduce inequality has been reversed.

The lessons of Sheffield need to be learned – not just locally, in terms of public policy; but for relevant and appropriate government action in ensuring that modest improvements that have been made in tackling inequality are not reversed in the years to come.

I want to express my thanks to Danny Dorling, the internationally-renowned Professor of Human Geography and his departmental colleagues at the University of Sheffield – Bethan Thomas, John Pritchard, Dimitris Ballas and Dan Vickers. I am grateful to them all for the work which they have done with me on this detailed and substantive report. The material collated here and the findings outlined are also being made available to John Hills, Professor of Social Policy and Director of the ESRC Research Centre for Analysis of Social Exclusion (CASE) at the London School of Economics, in his work for the Government Equalities Office in informing national policy.

## Introduction

Sheffield is one of the seven great English cities. The city furthest from the coast, nearest to the heart of England. In terms of social, health, wealth, economic and educational indicators it ranks centrally too. When comparing statistics for the built-up areas, on aggregate London, Leeds and Manchester rank above it by these indicators, Birmingham, Newcastle and Liverpool below (Dorling, 2008). It is the middle city. However, being the middle great city from amongst the former metropolitan councils does not make Sheffield an average place. Smaller, generally more southern towns, cities and villages tend to rank higher and so, on average, people in Sheffield are a little poorer than the national average. Under age 65, across the city as a whole, 7% more die each year than is average in England and Wales (Table 5.6). This was not always the case. Between 1969 and 1973 the mortality rate in the city was 3% lower than the national average. This report is about the story of the counting of inequality in the human geography of Sheffield. It is about how peoples' life chances within the city and between the city and its surroundings have changed in recent years and decades, what is being done about these trends, and where they are heading.

Back in 1969/73 Sheffield was part of what was called the West Riding of Yorkshire. That Riding was divided between metropolitan boroughs, other urban districts, and rural districts. The health divide that opened up within the West Riding of Yorkshire from the late 1960s through to the current day was most pronounced between the rural areas, and the metropolitan boroughs. At the start of the period people in the rural parts of the county were 4% less likely to die than the national average, a rate almost identical to that of Sheffield. By 2005/07 they were 18% less likely to die than the national average, 30% less than Sheffield (107/82). For every three adults dying before they reached retirement age in the rural towns and villages, a fourth died in Sheffield.

Sheffield is a large city and unlike all the other old metropolitan cities it does not have a significant affluent satellite town<sup>1</sup>. Within Sheffield social inequalities marked by inequalities in health are stark: and starkest for men. Between the two extreme constituencies *Central* and *Hallam*, by 2007 for every 3 men dying under age 75 in *Hallam*, 7 were dying in *Central*. That number had been five just a dozen years earlier (Table 5.5). However, overall the gap in life expectancy between the city's constituencies fell between 1997/2001 and 2002/06 because women and older people saw greater falls in inequality. By small areas, called neighbourhoods (100 in number, defined by the Council) in Sheffield, the gaps look starker still. These gaps are exacerbated by inequalities in migration, so that, in the worst-off neighbourhoods compared to the best, by 2002/06 people died about 18 years earlier on average, women 20 years, men between 16 and 17 years earlier (Chapter 5).

When it comes to health there have, of course, been great gains made overall in most measures. This report is concerned with inequalities and in general they are rising when poor health is concerned. There are exceptions. Fewer low weight babies were born in 2002/06 in the worse-off areas as compared to the best off than was the case in

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<sup>1</sup> Guildford, Reading, Oxford, Cambridge in the case of London; Warwick and Leamington in the case of Birmingham; York in Leeds' case; Chester near Manchester; the Wirral by Liverpool; and Hexham outside of Newcastle. A number of the most affluent of Sheffield folk live in the Peak district, but, being a National Park, building there is restricted and the population is small. As a result, within Sheffield the affluent are mostly found within Hallam constituency. In other large towns they would commute in from outside.

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1997/2001. However, for those infants as they grow up, some things have become absolutely worse. Around these same years the average number of decayed missing or filled teeth amongst the worst-off children by neighbourhood by age 5 rose from almost 3 to almost 4 teeth per child. Those statistics are no longer being monitored. The picture becomes a little more promising in terms of narrowing gaps in adulthood in recent years when the most affluent residents of the city are ignored. The gap between the average and the worst-off for women was narrowing from 1997/2001 to 2002/06 (Figure 5.7). That for men behaved similarly 1997/2001–2001/05, but by 2003/07 almost all those gains appeared to have been lost (Figure 5.11).

There were many programs and interventions put in place to try to narrow the gap. They almost certainly stopped it widening further, and in some cases may have been responsible for the narrowing. But overall the health gap between the cities worst- and best-off continues to grow when measured between small areas. By constituency it remains near static. In Chapter 6 figures are presented showing how road traffic accidents and deaths contribute greatly to the inequality. The fastest way to narrow the gap now may well be to bring down the speed of traffic in residential areas of the city. Road Traffic Accidents are responsible for a fifth of all deaths in Sheffield that occur to people aged between 15 and 24 (Table 6.9). The most common cause of death of children in Sheffield aged 5 to 14 is to be killed by a car as a pedestrian (Table 6.10 and Table 6.11). For men up to age 30 they are then most likely to die as a driver or passenger in a car. The same is true for women up to age 25. After that suicide is young women's most likely single cause of death in Sheffield in recent years.

This report does not begin by looking at health outcomes, but they come much later in the chapters below as they are in general the result of other inequalities, not their cause. The report begins by looking at inequalities in poverty and wealth which in Sheffield polarised in the period after 1969–73 when neighbourhoods are compared using the 1971 and 1981 Censuses (Chapter 1). Despite attempts to reduce inequalities by local government in the early 1980s these were overruled by central government during that period. The city polarised by poverty and wealth again in the 1980s when viewed between censuses. In contrast inequality levels between the city's neighbourhoods were maintained but not increased between 1991 and 2001. According to comparisons made here of the indexes of deprivation (Section 1.5), inequalities increased again slightly 2001–2005.

The slow and generally steady increase in social division within the city had wider ramifications than just health. Chapter 2 of this report looks at educational inequalities and finds that by 2005 it is school pupils in the centre of the city, along where the divide has become most acute, who have the lowest chances of going to the secondary school of their choice. These include the *Central*, *Burngreave*, *Nether Edge* and *Gleadless Valley* wards. It is where the social divide is greatest that schools in one direction are so much sought after in place of schools located on the other side of the line. Between 1971 and 2001 the number of residents of *Hallam* constituency with a university degree rose from a tenth to more than a third, the number in *Brightside* from 1.3% to 7.7%. For every extra resident of *Brightside* with a degree, more than four extra graduates gained a degree or moved with one into *Hallam* over those thirty years (Chapter 2). In contrast, at GCSE level areas appear to be becoming more similar (Figure 2.4); but that is partly because children in *Hallam* already received so many GCSEs by 2005 they did not usually require any more to progress further in education.

The key age of the education gap has moved to around 18. Figure 2.15 shows the most likely destination of the children of Sheffield by age 18–21. In the south-west of the city the

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majority will have left to attend an old university: somewhere such as Manchester, Oxford or York. The south-west is surrounded by areas where the most common destination of young people is to enter a new university (such as Sheffield Hallam). In the south-east further education and apprenticeship is most likely. In the north-east the most common destination is the dole. This was before recession hit. Figure 2.18 shows how the city had become most clearly divided by 2001 when it was found that in the majority of neighbourhoods the largest group of residents by schools outcome were those who did not possess a single education qualification. The second largest group were those where the majority had a university degree or higher qualification. This gap does not appear to be narrowing.

Chapter 3 of the report considers trends in employment and unemployment in Sheffield since 1978. The unemployment rate in *Hallam* even in the worst years never exceeded 6%. It rose more than three times as high in what is now the *Central* constituency. By 2009 the worst rate was in *Brightside*, but again it was only 6%. In *Hallam* the rate had been below 2% since 1999 (Figure 3.1). All rates are currently rising. Inequalities in unemployment fell when unemployment fell, because they were so low in the best-off places to begin with. In contrast, for those mostly in work, inequalities in income in Sheffield fell 1998–2001–2002 but then rose to 2004 as average incomes in *Hallam*, even after taking into account paying for housing there and tax, rose to £23,400 a year, some £5,200 more than in 1998. In contrast, average incomes in *Brightside* by 2004 were £14,300 a year.

Chapter 4 concentrates on housing. Here, despite incomes across Sheffield polarising over recent years, house prices appear to have become more equal. People in the poorest parts have been paying much more than just a few years earlier to be able to secure a mortgage to buy a home. They made these purchases near the height of the housing boom. Many will now have negative equity. The most common tenure in all constituencies other than *Brightside* is now owner-occupation. However, when all different groups of renters are combined they constitute a majority in *Central* too. Since 2001 the ratio of the most expensive house price areas to least has narrowed as prices have risen most quickly in the cheapest areas. By 2008 inequality in house prices was back to its 1988/89 level (at the point of the last housing crash).

Chapter 5 concentrates on health as discussed above. Chapter 6 is on transport and road traffic accidents in the city. The highest number of road traffic casualties was recorded in *Brightside* over the most recent period (2005–2007). Some 716 were a casualty of an accident (including those killed), a figure 143% higher than that of *Hallam* over the same years. The inequality is worse for men. For every 2 men injured on the roads who live in *Hallam*, five living in *Brightside* are injured. *Brightside* also has the most children suffering from being victims of road traffic accidents, some 136 in the three years 2005–2007: more than four for every child injured in *Hallam*. The most simple reason for this inequality is that children in *Hallam* are not allowed out to play much because of fear of roads. Thus all children across the city suffer from cars, but those in the poorer areas much more often by being hit by cars. Cars are the most significant major killer of children and young adults in Sheffield.

Finally Chapter 7 considers policy and spending. The city council has had various schemes to attempt to redistribute monies which tend to flow uphill in Sheffield towards the south-west in terms of higher incomes, greater accrued wealth and many other advantages that follow. The sums of money discussed in Chapter 7 are in many cases when divided by area much less than the cost of a single semi-detached house in the

## Introduction

more affluent parts of the city (Table 7.2). It is almost certainly the case that the effect of central government funding, particularly New Schemes, over the course of the early years of the twenty first century has been the major policy intervention that has reduced inequalities in the built fabric of the city. Nevertheless, throughout this period in general the only inequalities that fell were those that could no longer increase, or inequalities in house prices as a result of people paying relatively high prices to buy in the poorer parts of the city. Almost all other social, economic and health inequalities continued to increase.

Sheffield is a typical large English city. The trends in inequalities that Sheffield has experienced since the late 1960s and which it continues to see rise are typical of what has occurred across the nation. As these inequalities have risen they have fed upon each other. People who could move out of poorer areas were more likely to have moved out in more recent years than in the past. People with high educational qualifications cluster more closely together over time. Commitments to try to reduce the various gaps, despite some brief successes, such as in terms of health inequalities between the poorest and the average, have been muted. Increasingly people in different parts of Britain, and people living within different quarters of its cities, are living in different worlds with different norms and expectations. This was not the case a few decades ago. This is not the case to the same extent in the majority of affluent nations in the world. It is likely to remain the case for many years to come in Sheffield, for as long as it remains accepted as what is now normal.

## Historical Context

Understanding why inequalities in Sheffield have fallen and risen as described in the following chapters requires understanding part of the longer history of Sheffield. Sheffield became one of the major industrial districts in England when it became dependent on the dual economy of cutlery and steel. The city acquired much of the character it has today during Victorian times, when the foundations of a large steelwork industry were laid:

The central streets were remodelled as a commercial centre, giant new steelworks were erected in the east end, rows upon rows of red-brick, terraced houses were built in the working-class suburbs, and the middle classes retreated to the west, away from the smoke and the grime.

(Hey 1998, 147)

Steel was the major industry in Sheffield, fuelled to a certain extent by the high demand for railway stocks and armaments in the late nineteenth and early twentieth century (Tweedale, 1993; Hey, 1998). Until the early 1980s the physical reality of the city was characterised by numerous old cutlery workshops on the hills around the city centre, as well as a vast expanse of steelworks in the Don Valley area (Taylor *et al.*, 1996). The steel industry was the primary source of employment in the city. In 1921 about 65,000 people were employed in iron and steel melting, refining and rolling and in engineering and construction work directly dependent on steel manufacture with a further 40,000 people employed in cutlery and hand-tool manufacture, screw making or in the production of bone, horn or ivory making for the cutlery trade (Taylor *et al.*, 1996; Pollard, 1959).

Throughout the period from the mid-nineteenth century to the early 1980s, virtually the entire landscape of Sheffield's so-called East End (Attercliffe, Tinsley, Darnall and the incongruously named Brightside) consisted of mile after mile of massive steel plants, built close up against each other, their front walls and gorges towering high into the sky. For much of this period, the rail journey out of Sheffield to the east (through Rotherham to Doncaster and York) took the rail passenger past a jungle of small workshops and engineering works, but then, slightly further out, through a quite unforgettable landscape of blazing forges, red-hot furnaces and thundering steel-hammers.

(Taylor *et al.*, 1996)

## Introduction

The city suffered significant job losses in a rapidly changing economic and political environment during the late 1970s and 1980s leading to laying off workers in traditional industries such as clothing, metal engineering and coal. Steel remained the dominant industry of the city until the late 1970s, when world steel demand collapsed and the 1979 Conservative government implemented neo-liberal economic policies, resulting in a series of plant closures in the city (Taylor et al., 1996; Watts, 1991a; 1991b). The collapse of the Sheffield steel industry and the restructuring that followed led to massive redundancies and unemployment reached record levels in the 1980s with an estimated two thirds of the local registered unemployed in Sheffield coming from the loss of jobs in the steelworks. It is noteworthy that in 1979 the city of Sheffield had been used to having a lower than national average unemployment rate while within eight years of the new Thatcher government coming to power the official rate of unemployment reached 16.2% (in 1987), 4% more than the national average (Taylor et al., 1996). Similarly, in the early 1970s mortality rates in Sheffield for people aged under 65 were below the national average (see this report). They were never as low again. By the early 1990s, significant numbers of the officially registered unemployed were concentrated in the city's post-war housing estates which were the new homes in the 1960s of the city's thousands of steelworkers, with the official unemployment rate in local estates such as the Manor reaching 29% (Taylor *et al.*, 1996).

The crisis in the steel industry had a major impact on the city and its politics. In the mid-1980s the City council enacted positive discrimination policies that were aimed at shifting resources from the affluent west of the city to the poorer east (e.g. more investment in schools in the east; see Pattie, 1986). These policies were broadly successful in reducing resource inequality in council provision, increasing the share of local authority resources in the east relative to the west (Pattie, 1990). However, a critical juncture in the city's political history was the "final and painful vote of the City Council in May 1985 to agree to a 'legal' rate under the national government's Rates Act of 1984 and thereby knowingly set in motion a train of events which would, inevitably, financially undermine the extended infrastructure of local social services (from 'special schools for maladjusted (*sic*) children' to old people's homes) which the local Labour administration had proudly built up over the years" (Taylor *et al.*, 1996: p. 66) and which were aimed at reducing social and spatial inequalities across the city. This was followed by the announcement in March 1986 by the South Yorkshire County Council that it could no longer sustain the subsidies to the transport sector, which had been making possible the celebrated cheap bus fares policy across South Yorkshire (Taylor *et al.*, 1996).

Since the 1980s there have been numerous regeneration initiatives as part of a controversial national policy (see, for instance, Strange, 1996 and 1997; Imrie, 1992 and 1993). Among these were the activities of the Sheffield Economic Regeneration Committee and the Sheffield Urban Development Corporation, which was created after prolonged political confrontation and negotiations between the Sheffield City Council officials and central government (Seyd, 1990, 1993; Hey, 1998). The regeneration activities and investment into the city's transport, cultural and educational infrastructure were aimed at diversifying the Sheffield local economy and rebrand the city from the *City of Steel* to the *City of Sport* (Lee & Dunn, 1994, Taylor *et al.*, 1996, Watts, 2004). In this context, there have been expansion trends in many sectors but not steel (Dabinett, 1989; Dabinett and Graham, 1994; Oatley, 1996). In the early 1990s there were some signs of optimism in connection with spin-offs from Meadowhall (more shops and entertainment facilities), plans for the redevelopment of the city centre and the launch of the Supertram, which, according to a prediction of the time, would bring 80,000 visitors a day into the city (Taylor *et al.*, 1996). It is also interesting to note the local public perception of the new

## Introduction

Supertram which was based on local knowledge that has a 'certain moral, mythical and sometimes fanciful quality' (Taylor *et al.*, 1996: p. 94).

... one widespread refrain was that the route of the South Yorkshire Supertram (to outlying Mosborough) was to be explained by the fact of the Leader of the Council living there

(Taylor *et al.*, 1996: p.94).

Another critical juncture in the city's political and economical history was the British Coal pit closure programme which had devastating consequences for the regional economy leading to the loss of 10,311 jobs (Taylor *et al.*, 1996). By 1993, although steel was still significant in the local economy (Tweedale, 1993; Hey, 1998), the vast majority of the 235,000 people in employment in Sheffield were actually employed in shops, hospitals, offices, education and recreation (Taylor *et al.*, 1996). And most of those were employed in the public sector.

It must also be remembered that the physical geography of Sheffield has played a part in the development of the social geography of the city (Watts, 2004). The topography of the Lower Don Valley was particularly suitable for industrial development, and 19th century housing to accommodate the workforce was located in the area. In contrast, the higher ground to the west was settled by the factory owners – upwind of the pollution from the factories. In the twentieth century this polarisation was exacerbated by the concentration of council housing to the east. Sheffield is one of the most polarised cities in Britain, with the more affluent neighbourhoods to the west and the poorer to the east. The National Park to the west of the city precluded the development of dormitory suburbs as are found near many other cities: there was little middle class flight to leafier places.

## Locator maps

We use a variety of geographies in the maps in this report. Data comes at different geographies, and hence has to be mapped as such. Locator Map 1 is a base map of Sheffield showing the council boundary together with places of note and some major transport links to assist the reader in interpreting the maps in this report.

The simplest geography is parliamentary constituencies as shown on Locator Map 2.

The next geography is of tracts – each tract being approximately half a parliamentary constituency – and is shown on Locator Map 3.

Locator Map 4 is of wards.

Locator Map 5 shows the Community Assembly areas.

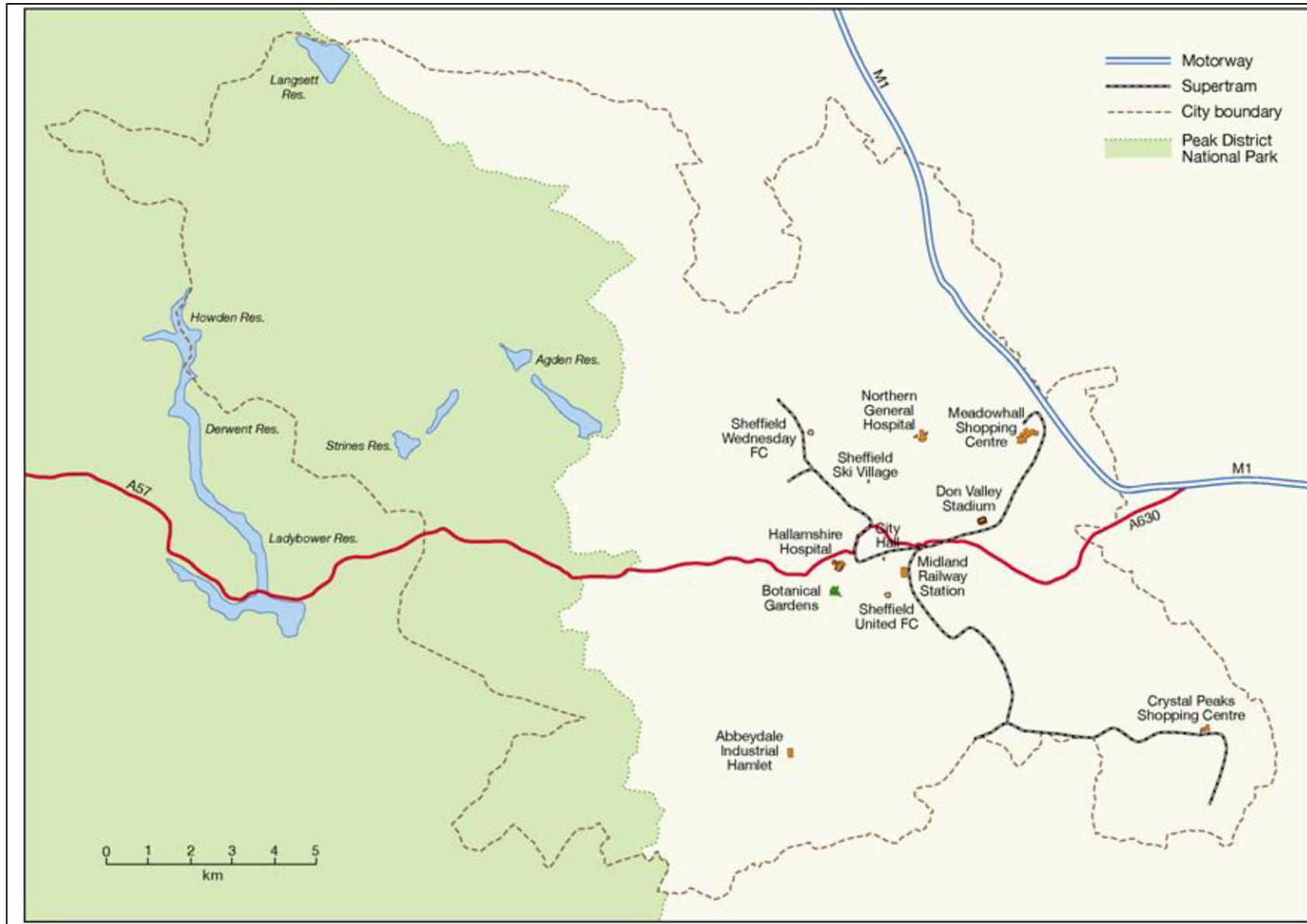
Locator Map 6 is of the 100 Sheffield Neighbourhoods defined by the Council. Locator Map 7 is a cartogram of the 100 Sheffield neighbourhoods. On the cartogram, each neighbourhood is sized in relation to its population; large areas with small number of people shrink and small, densely populated areas increase in size. *Rural Area* shrinks while neighbourhoods towards the centre of the city grow.

We also use maps of Lower Super Output Areas. There are 339 such areas and they do not have names, only alphanumeric identifiers, therefore we have not provided a locator

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map. Similarly, there are 71 Middle Super Output Areas mapped; again these have alphanumeric identifiers and therefore have no locator map.

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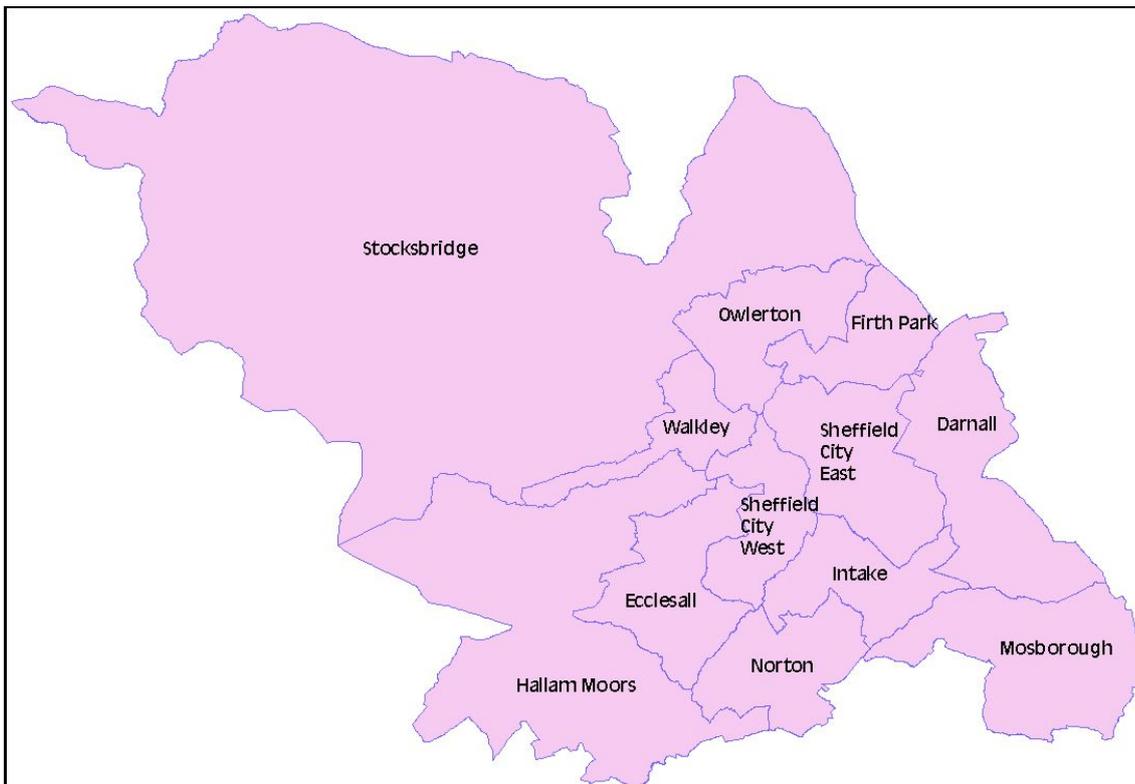


Locator Map 1: Sheffield Base Map

## Introduction

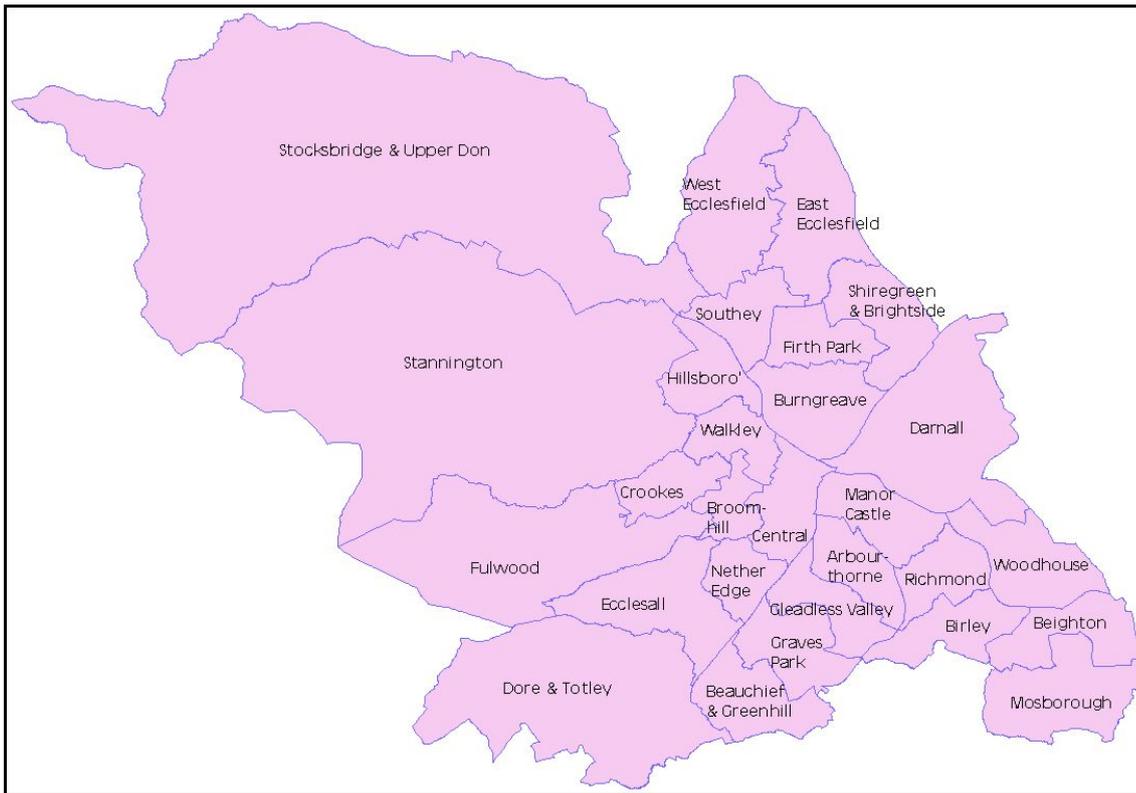


**Locator Map 2: Parliamentary constituencies**

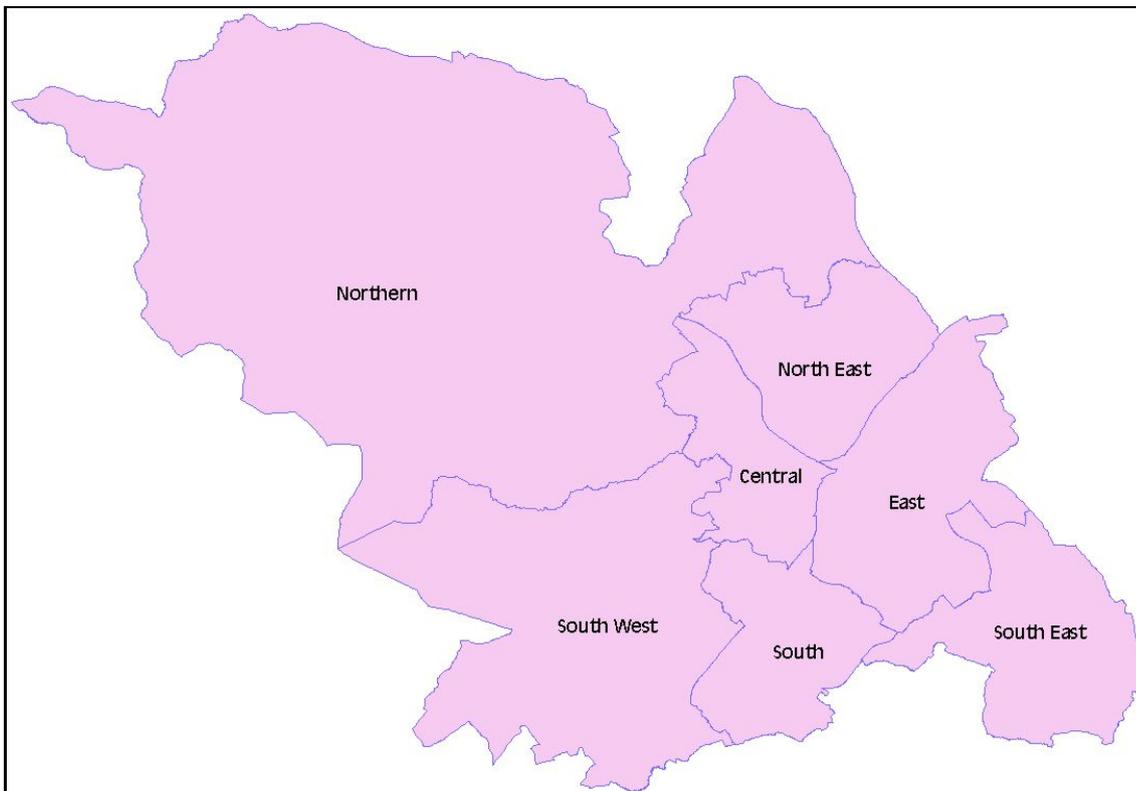


**Locator Map 3: Tracts**

# Introduction



**Locator Map 4: Wards**



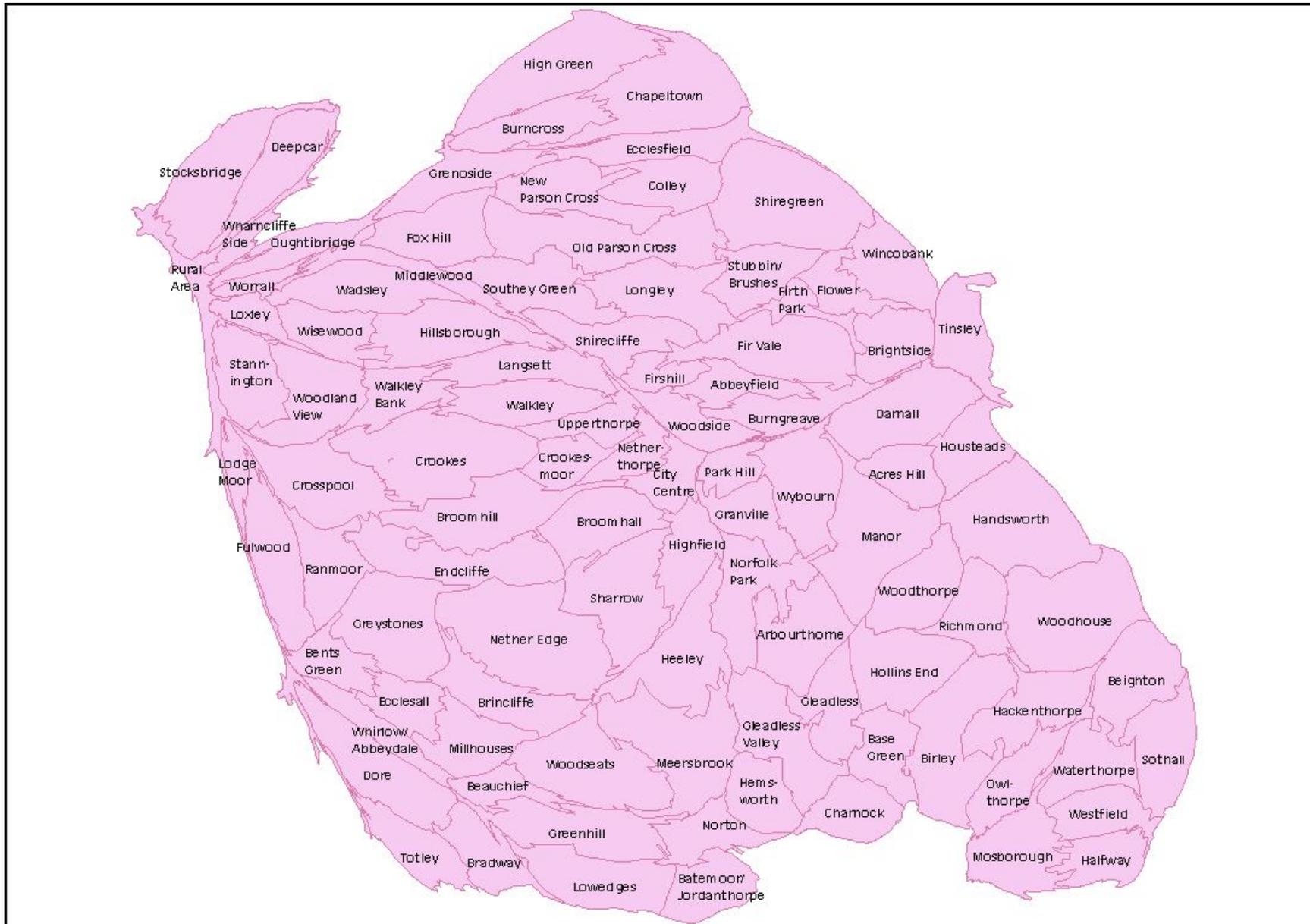
**Locator Map 5: Community Assembly areas**

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Locator Map 6: Sheffield 100 Neighbourhoods

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Locator Map 7: Cartogram of Sheffield 100 Neighbourhoods

## Chapter 1: Poverty and Wealth

- In 1971, there were two of Sheffield's 100 Neighbourhoods<sup>2</sup> where half of the population was poor (using a changing definition of poverty appropriate to the time): namely *Darnall* and *Burngreave*. In several neighbourhoods less than 15% of people were poor by the same definition.
- Over the course of the 1970s, poverty rates reduced as a whole and by 1981 there were no neighbourhoods where more than 35% of the population were poor by the same relative poverty definition.
- During the 1980s poverty (as well as wealth) rose, and Sheffield became more polarised, with a poverty rate of 53% in the *Park Hill* neighbourhood in 1991, and several others at just below 50%.
- The 2001 map of poverty remains similar to the 1991 map, but some of the neighbourhoods with higher poverty rates have continued to decline, with around 60% of people classed as breadline poor in the *Manor* and *Park Hill* neighbourhoods.
- Measuring changes in the number of households in poverty relative to a moving average, it can be seen that although poverty fell in the 1970s, the city actually became more polarised; in 1971, 55% of households lived in neighbourhoods where poverty rates were close to average (between 0.8 and 1.2 times the median value); by 1981 there were just 32% of households living in neighbourhoods with roughly average poverty rates.
- A similar analysis of changes through the 1980s shows an increase in the number of households in the worst-off group when compared to the Sheffield average.
- The overall distribution of poverty changed little during the 1990s; it is possible that government intervention cancelled out the effects of market forces during this period.
- Change in the early part of this decade can be measured using the Indices of Multiple Deprivation; these appear to show that there has been an increase of around 4% in the proportion of people living in areas that have a deprivation score that is very high relative to the Sheffield average (more than double the average score).

### 1.1 Measuring poverty

We can measure two different types of poverty; relative and absolute. The difference reflects the fact that what it means to be poor changes through time, such that things that are seen as a necessity now might have been seen as a luxury item 20 years ago.

### 1.2 Breadline poor measure

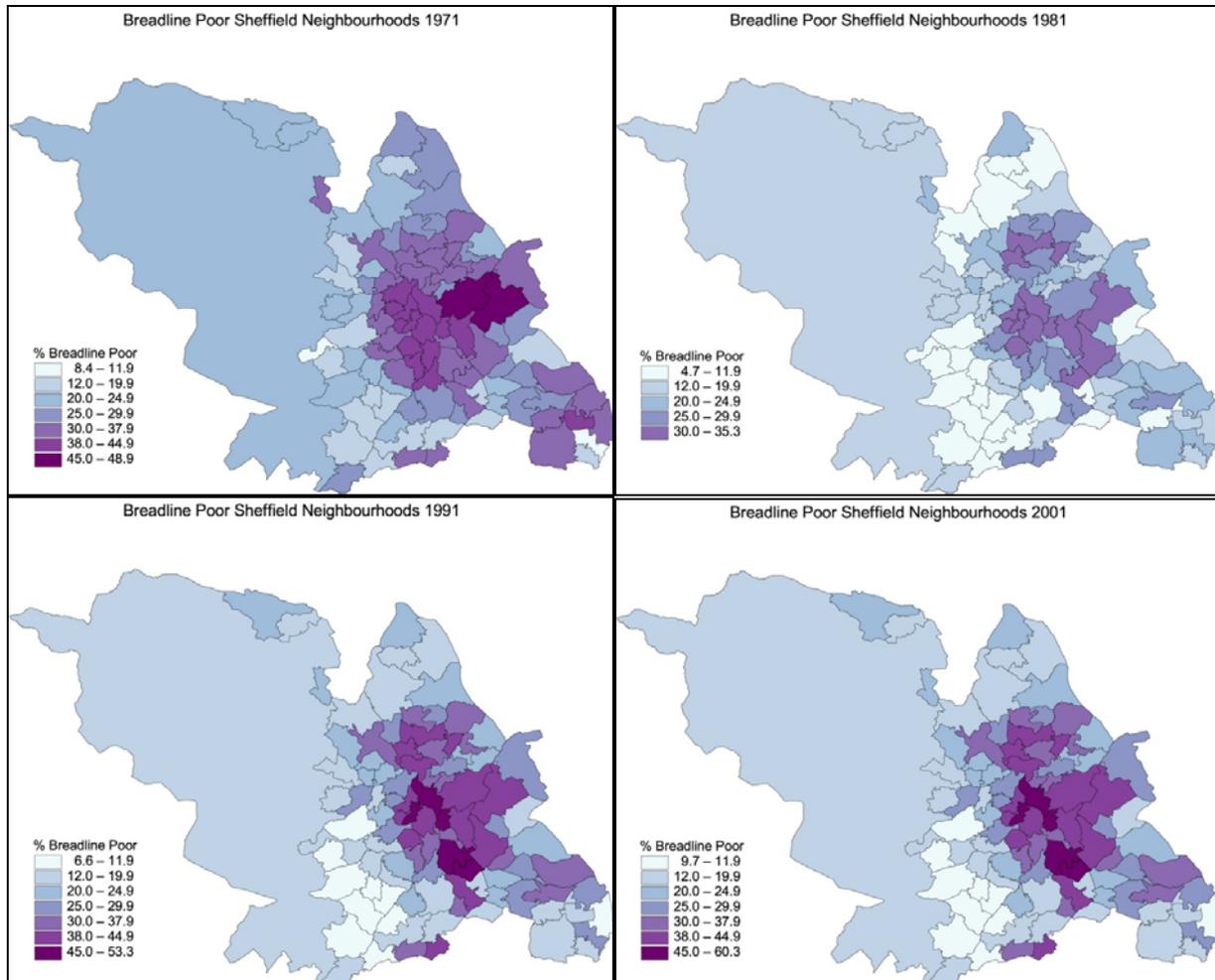
The Breadline Poor measure used here measures relative poverty. It combines information from detailed household surveys and the decennial census, by using several questions that both have in common, to provide us with estimates of the number of households in

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<sup>2</sup> Sheffield has 100 neighbourhoods defined by Sheffield City Council. They are designed to represent real communities. These neighbourhoods did not exist in 1971; here we have aggregated data to this geography.

## Chapter 1: Poverty and Wealth

each small area that could be considered to be living in poverty by being excluded from participating in the norms of society. This measure has been used in academic research previously (Dorling et al., 2007). It is used here at the neighbourhood geography, to get a more detailed long term view of Sheffield. The four maps in Figure 1.1 all use the same colour scheme, so change in relative poverty can be observed.



**Figure 1.1: Breadline poverty in Sheffield Neighbourhoods in 1971, 1981, 1991 and 2001**

### 1.3 Measuring change

The patterns of poverty apparent in the map can be quantified, to allow us to determine how the distribution of poverty in Sheffield is changing over time – is it tending to become more polarised, as research has shown it has nationally?

To do this, we use a measure that puts each neighbourhood of Sheffield in one of 10 groups, depending on the percentage of people in a neighbourhood estimated to be poor by the Breadline Poor measure. This lets us see how the distribution of poverty has changed over time as shown in Figure 1.2.

The 10 groups are all defined relative to the central Breadline Poor Percentage; for example in, 1971 the median number of households in Sheffield's neighbourhoods considered to be breadline poor was 29.2%. The first bar (labelled 1) in the first chart shows the change in the proportion of Sheffield households living in neighbourhoods

## Chapter 1: Poverty and Wealth

where there are less than 17.5% of households considered breadline poor. The last bar (labelled 10) shows the change in the proportion of Sheffield households living in neighbourhoods where there are more than 43.7% of households considered breadline poor (over 1.5 times the Sheffield average). Towards the centre of the chart are the bars representing the people living in more average neighbourhoods, showing how the proportion of people living in neighbourhoods that are considered average on this poverty measure has changed.

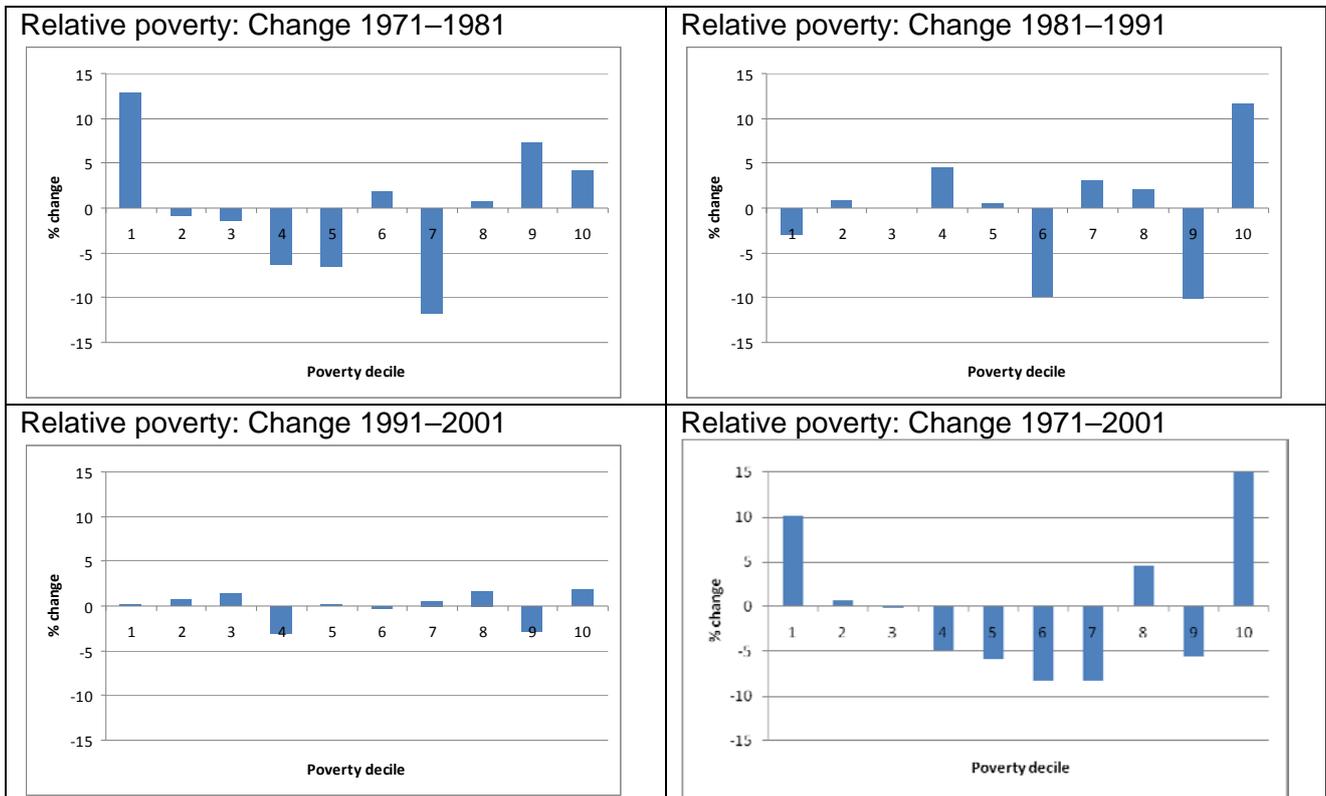


Figure 1.2: Change in relative poverty 1971–81, 1981–91, 1991–2001 & 1971–2001

### 1.4 What the charts tell us

The clearest case of polarisation of Sheffield's neighbourhoods is for the period 1971 to 1981. There were increases in the number of households living in areas that had very high or very low poverty rates relative to the Sheffield average. During the 1980s the change is less clear cut, although there is a further shift of people moving into the very poorest category relative to the Sheffield average. Changes during the 1990s were much smaller overall.

### 1.5 Changes since the Census of 2001: Index of Multiple Deprivation

Our best source of detailed information on the population, the census, only happens once every 10 years, and the latest data available, from 2001, is now getting a little old. Slightly more recent estimates of poverty are given by the Indices of Multiple Deprivation (Noble *et al.*, 2004, Noble *et al.*, 2008). Known as the IMD 2004 and IMD 2007, the data used is

## Chapter 1: Poverty and Wealth

actually from around the years 2001 and 2005 respectively, as there is always a time lag in the availability of official data. However, this gives us a chance to look at changes in Sheffield in the early part of this decade<sup>3</sup>. At first glance, when the deprivation scores are mapped, the pattern looks to be virtually unchanged. Drawing a map of change (Figure 1.3) does however reveal some patterns; the darker purple areas are where the greatest improvements have happened in that period, mostly in a cluster around the city centre. The positive changes, shown in darker green, are where the poverty score is higher for the IMD 2007; these seem to be almost in a ring, to the north, east and south of the city centre.

Creating a chart of the changing distribution similar to those used above reveals that the most deprived group of areas, those with an IMD score of at least 2.4 times the Sheffield average, contained 9% of people in the IMD2004 (around the year 2001), compared to 13% of people in the IMD2007 (around the year 2005).

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<sup>3</sup> The English Indices of Deprivation 2007 report says 'Following fundamental changes in the measurement of deprivation in both the 2000 and 2004 Indices, we have listened to requests from key stakeholders and users of the Index to provide a consistent measure to allow change over time to be measured. The Indices of Deprivation 2007 (ID 2007) therefore updates the Indices of Deprivation 2004, retaining the same methodology, domains and indicators.'

However, the document *Using the English Indices of Deprivation 2007* states:

'The Index scores from 2004 cannot be compared with those from 2007. Though the two Indices are very similar, it is not valid to compare the scores between the two time points. An area's score is affected by the scores of every other area; so it is impossible to tell whether a change in score is a real change in the level of deprivation in an area or whether it is due to the scores of other areas going up or down.'

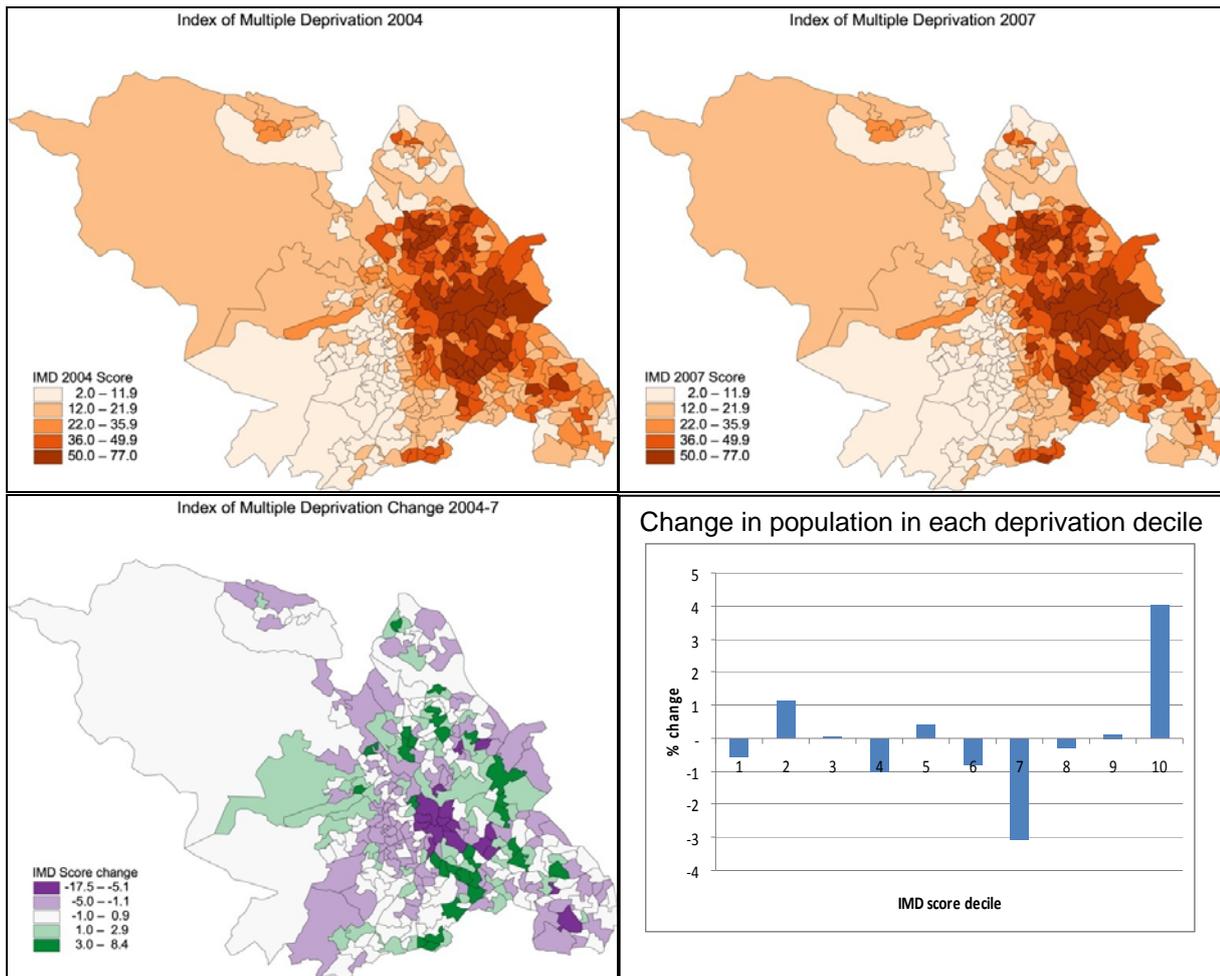


Figure 1.3: Index of multiple deprivation 2004 and 2007 and change

## 1.6 Measuring absolute change: car ownership

The census presents us with some opportunities to map absolute change; an example is car use. The number of cars owned per household is strongly related to the poverty in an area. The series of maps Figure 1.4 shows how the use of the car in Sheffield has developed over time

From the period 1971–2001, car ownership per household increased most in the west of Sheffield, and also in an area of south-east Sheffield around *Sothall* and *Mosborough*. It has increased most slowly in the places where it was already low in 1971; in central and eastern Sheffield, and also around *Batemoor*, *Jordanthorpe* and *Lowedges* in the southern part of the city.

# Chapter 1: Poverty and Wealth

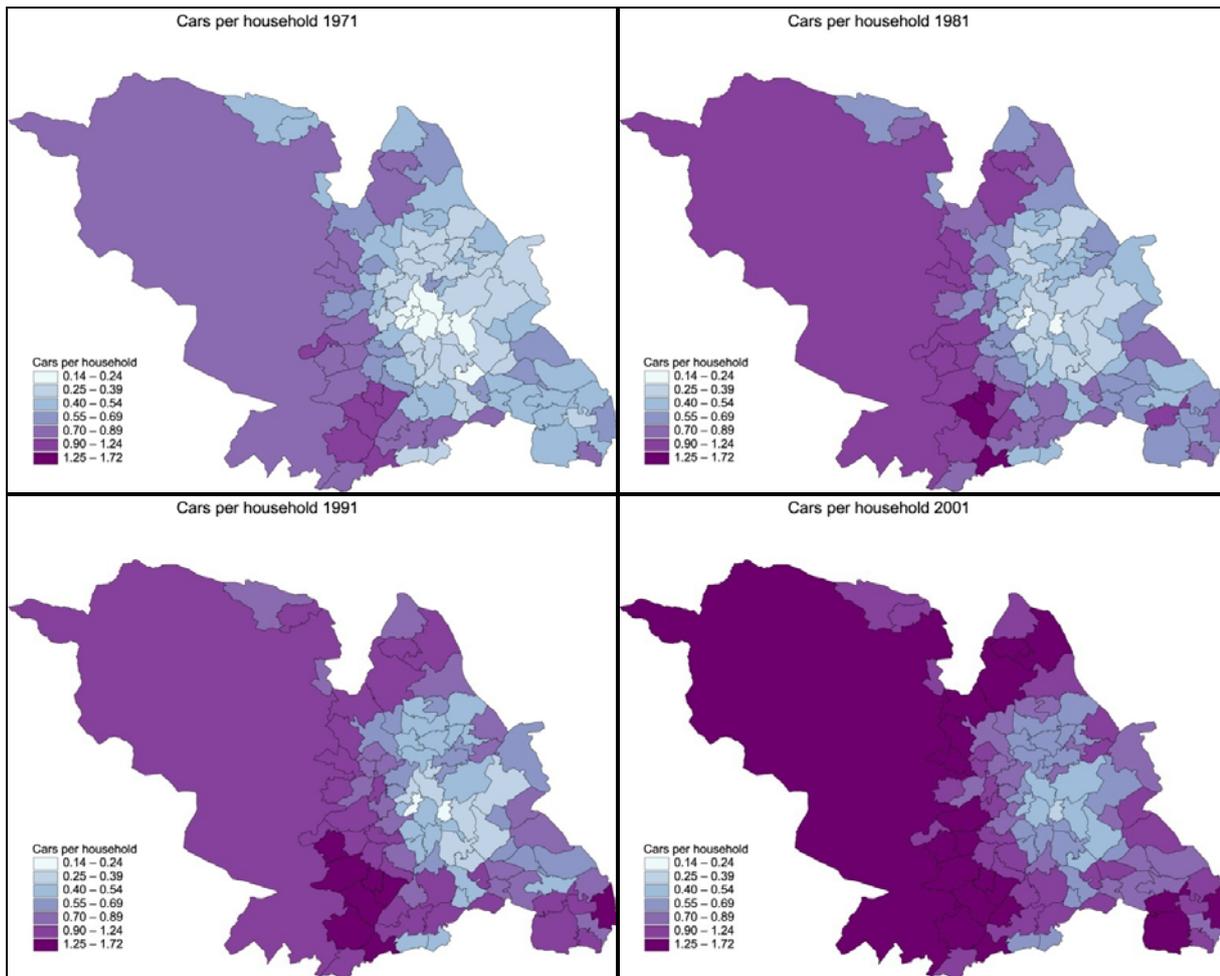


Figure 1.4: Car ownership 1971, 1981, 1991 and 2001

## Chapter 2: Education

- Pupil absence data for 2001 and 2005 shows that absences have declined across the board, and the inequalities have also reduced, although there are still higher absence rates, of around 14%, in parts of the east of Sheffield, compared to around 5 or 6% in most of the west side of Sheffield.
- There is a distinctive geographical pattern to Key Stage 1 scores, with the south-west of the city having higher scores and the eastern part lower.
- There is a geographical pattern in the percentage of pupils who are accepted at the secondary school of their choice. Four wards near the city centre, *Central*, *Burngreave*, *Nether Edge* and *Gleadless Valley* have rates of around 75%, considerably lower than any other wards.
- There are two clusters of neighbourhoods in east Sheffield where staying-on rates are low. The lowest neighbourhood is *Manor*, at 62%. The nearby neighbourhoods of *Arbournthorne* and *Wybourn*, and another cluster around the *New Parson Cross*, *Old Parson Cross*, *Shiregreen* and *Stubbin/Brushes* neighbourhoods all have staying on percentages in the low 70s.
- GCSE average point scores have been published in a consistent way between 2003/4 and 2006/7. The average points scored in the *Hallam* constituency appears to have reached a 'ceiling', with very little change over the four years, whereas the five other constituencies all showed slight improvements.
- When we measure what young people aged 18–21 are doing, there are strong geographical patterns across Sheffield. People in the *Hallam* constituency are more likely to be at university than working. If we compare rates to national averages, the effect of where in Sheffield young people have grown up can be seen. To the east of central Sheffield, in an area made up of the neighbourhoods of *Firshill*, *Woodside*, *Abbeyfield*, *Burngreave*, *Manor*, *Wybourn*, *Park Hill* and *Granville*, there are a higher than average number of young people who are unemployed.
- Mapping Sheffield by the most common educational level in each of the 100 neighbourhoods from 2001 Census data shows just 3 contiguous groups; one group of 19 neighbourhoods where the most common level of education is a degree or professional qualification in south-west Sheffield; just to the north-east of these are six neighbourhoods where, influenced by large numbers of students, the most common level of education is A-levels. In all other neighbourhoods of Sheffield, if we picked a person at random and asked them the highest level of education that they have attained, the most likely answer is 'none'.
- The number of people with a degree or professional qualification increased everywhere between 1971 and 2001. At the parliamentary constituency level, the top and bottom constituencies in 1971 (*Hallam* and *Brightside* respectively) were still at the extremes in 2001. Whether the gap has widened or narrowed in the intervening time depends on the measure used. The absolute increase in higher educational levels between 1971 and 2001 was far greater in *Hallam* compared to *Brightside*, but *Brightside* increased from 1.3% to 7.7% of people over this period, which is a larger relative increase than *Hallam's* change from 11.3% to 37.5%.

## 2.1 Pupil absence

The Indices of Multiple Deprivation (IMD) records rates of pupil absence from school, for two periods of time. The IMD2004 uses data from around 2001, and the IMD2007 uses data from 2005. There is a strong geographical element to pupil absences, as shown in Figure 2.1; the highest rates at both points in time were around the neighbourhoods of *Darnell, Manor, Acres Hill, Wybourn* and *Arbourthorne*. Over the period 2001–2005 pupil absence has declined everywhere.

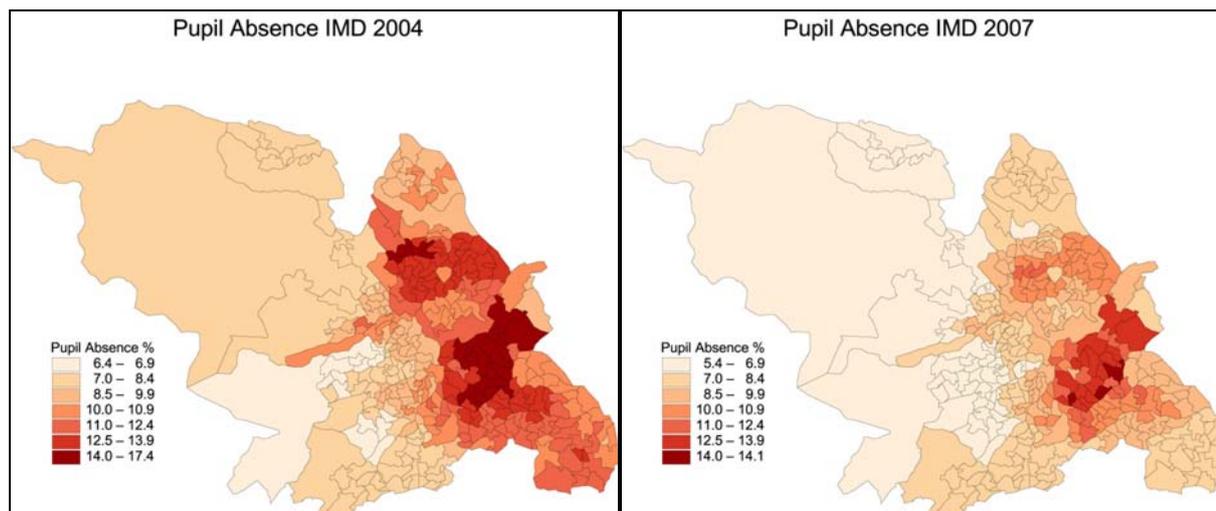


Figure 2.1: Pupil absence 2004 and 2007

A crude analysis also shows that there is a narrowing of inequalities in pupil absence; the gap between the worst areas and the best has narrowed, both in relative and absolute terms, as shown in Table 2.1.

	Absences % 2001	Absences % 2005
10th percentile	7.8	6.7
90th percentile	13.6	11.0
ratio 90th/10th	1.74	1.64

Table 2.1: Gap in pupil absence

## 2.2 KS1 results

Figure 2.2 shows average Key Stage 1 (seven year-olds in Year 2) score for 2006–2007. The lowest level geography that the data are available is Middle Super Output Areas (MSOA) which are mapped here. The south-west, together with the areas around *Mosborough* and *Sothall*, has higher scores and the eastern part of the city lower.

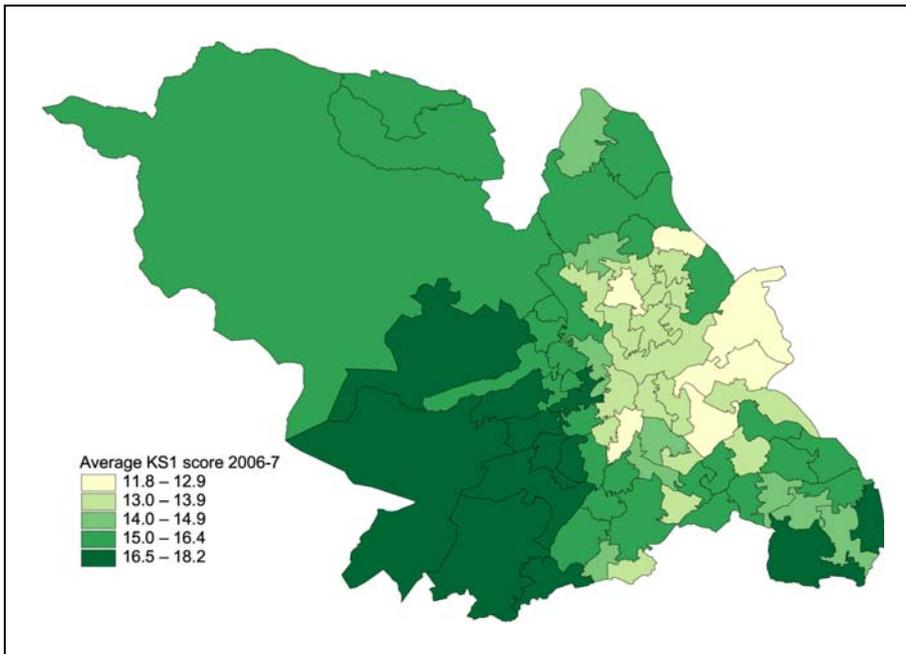


Figure 2.2: Average KS1 score 2006–2007

### 2.3 Choice of secondary school

There is a fair degree of variation in the percentage of pupils who are accepted at the secondary school of their choice. The data is available for wards and is mapped in Figure 2.3. Four wards near the city centre; namely *Central*, *Burngreave*, *Nether Edge* and *Gleadless Valley* have rates of around 75%, considerably lower than any other wards. Pupils in these four neighbourhoods are probably selecting schools further west (that have better GCSE performance) as their first choice.

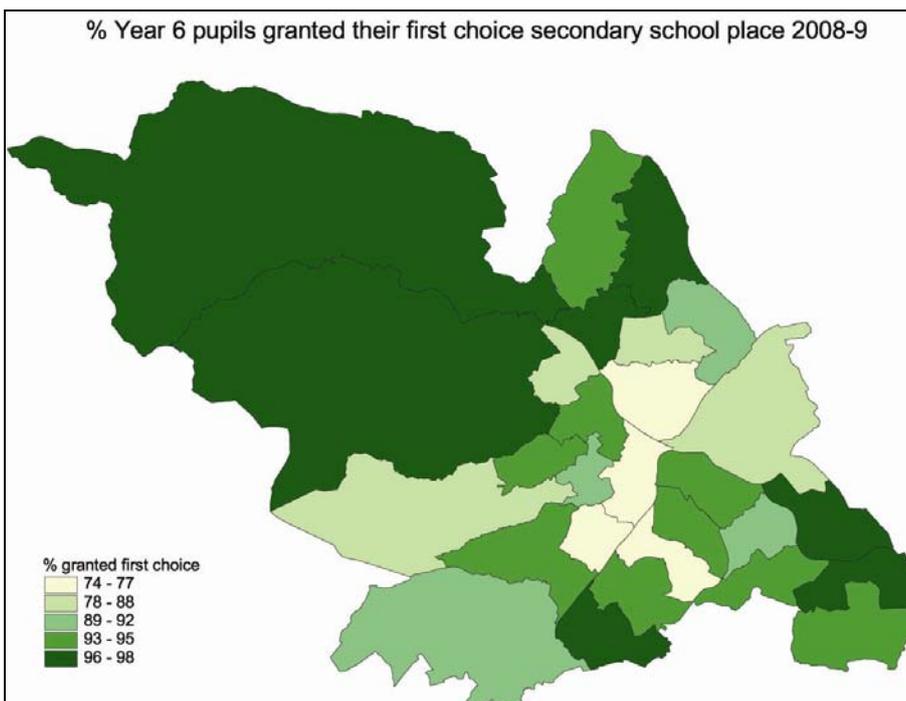


Figure 2.3: First choice secondary school place

## 2.4 GCSEs by constituency over time

GCSE results can be analysed over a time period of 4 years. As with the national picture, GCSE results in Sheffield generally improved over this period, shown in Figure 2.4. The average points scored in the *Hallam* constituency appears to have reached a ceiling, with very little change over the four years, whereas the five other constituencies all showed slight improvements. If the six constituencies are ordered by GCSE scores, they have remained in the same order over this period, with *Hallam* at the top and *Brightside* at the bottom.

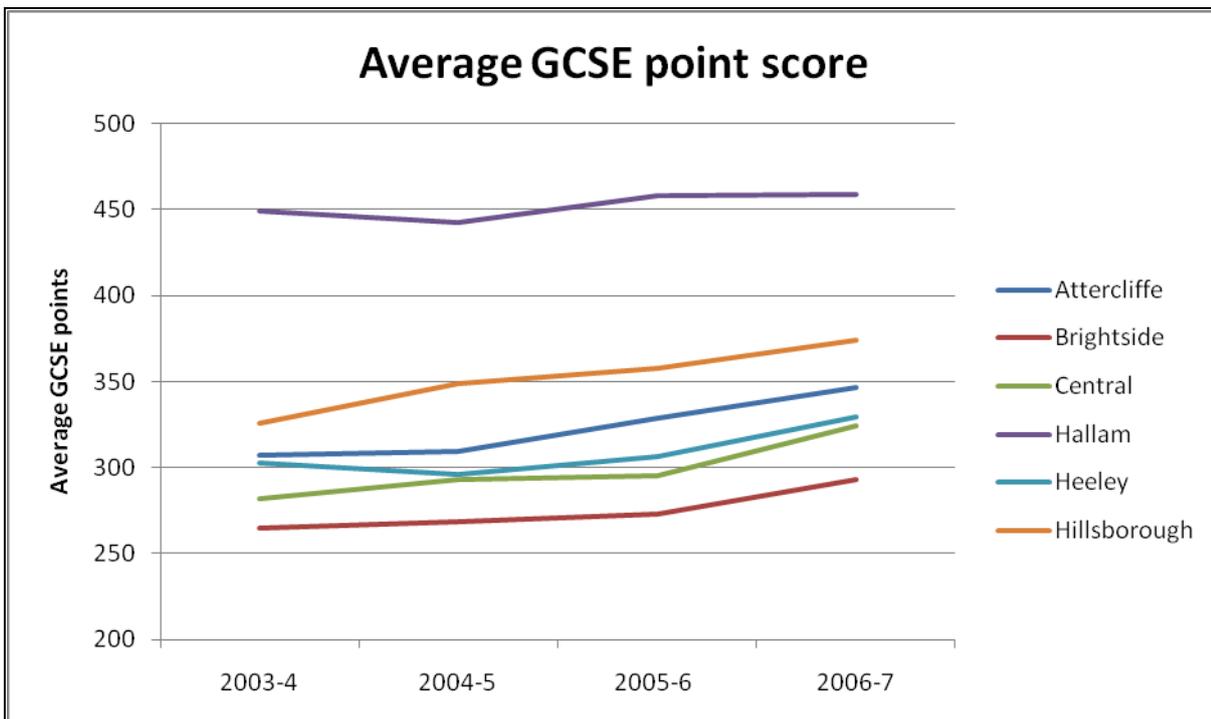


Figure 2.4: Average GCSE point score

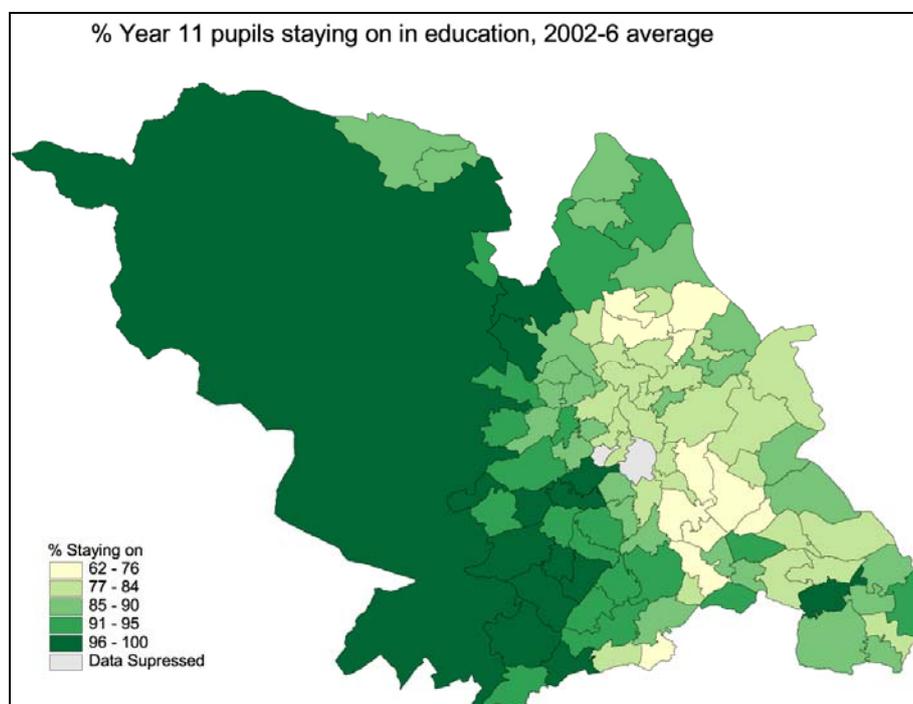
More recent LASOS data on GCSE attainment for 2007–2008, shown in Table 2.2, was supplied by the North East Community Assembly and shows a similar pattern with children in the south-west obtaining the highest proportion of good GCSE passes and children in the north-east the lowest.

Area	% GCSE attainment (5+ A*-C inc. English & Maths)
Central	46
East	27
North East	24
Northern	51
South	42
South East	33
South West	75

**Table 2.2: GCSE attainment 2007–2008**

## 2.5 Staying on post-16

The numbers of pupils staying on after compulsory education, that is after Year 11, (Figure 2.5, from NHS Sheffield data) has been averaged here over a four year period, as the numbers in some neighbourhoods are too low to consider the change using data for individual years. Even so, data is not available for the *City Centre* and *Crookesmoor* neighbourhoods – both areas with large numbers of single young people and very few families. There are low levels of staying-on in two groups of neighbourhoods; one around the *Manor*, *Arbourthorne* and *Wybourn* area, and the other around the *New Parson Cross*, *Old Parson Cross*, *Shiregreen* and *Stubbin/Brushes* neighbourhoods. Most of the neighbourhoods in the west of Sheffield have staying-on rates of almost 100% at this age.

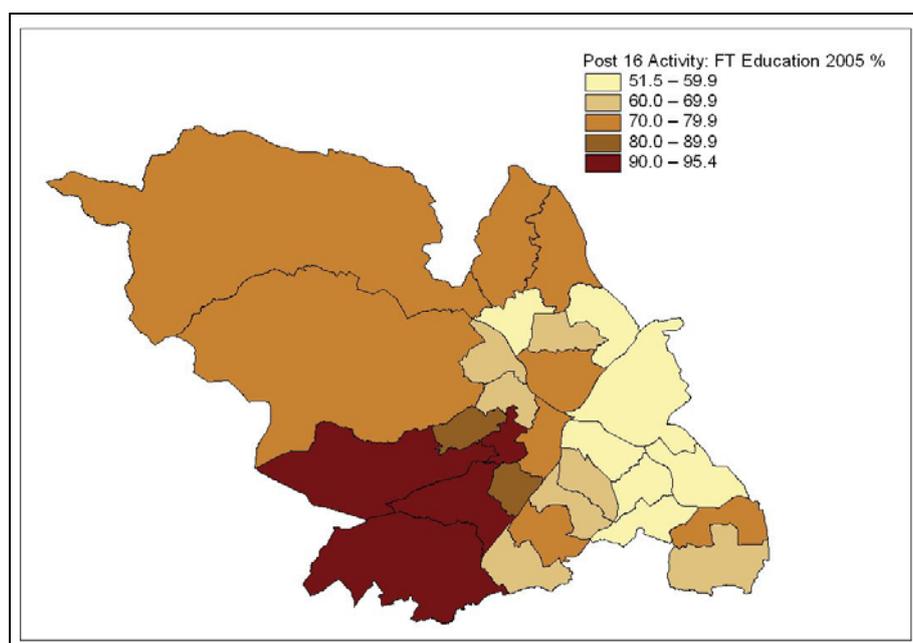


**Figure 2.5: Proportion of Year 11 pupils staying on in education**

## Chapter 2: Education

LASOS has data for Sheffield wards on post-16 activity<sup>4</sup>. We have mapped the proportions of those staying on in full-time education, those engaged in training and those who are in employment with no training.

Figure 2.6 shows the proportion of post-16 year-olds in full-time education in 2005, Figure 2.7 the proportion in 2007 and Figure 2.8 the change over the period. Table 2.3 shows the same data for Community Assembly areas. Note that full-time education is not merely an indicator of those doing A/S and A levels but also includes those doing diplomas, retaking GCSEs, or studying on Entry to Employment (e2e) and other courses. In 2005, *Manor Castle* had the lowest rate of 51.5% while *Broomhill* had the highest (95.4). By 2007, most wards had seen increase in the rates, with the lowest being *Southey* (60.3) and the highest *Fulwood* (96.1). The wards with the greatest improvement (of over 10%) over the period were *Darnall* (15.7), *Manor Castle* (14.5), *Gleadless Valley* (10.5) and *Birley* (10.0), while those with the greatest decreases were *Broomhill* (-6.2), *Nether Edge* (-4.6), *Dore & Totley* (-3.0) and *Beighton* (-1.3). The improvement in staying-on rates seen in the east of the city is probably due to the September guarantee, implemented in 2007, where every 16 year old leaving compulsory education is guaranteed an educational place or training – not necessarily to do A levels.



**Figure 2.6: Post 16 Activity: Full Time Education, 2005**

<sup>4</sup> Note we have not included data on the voluntary & part-time work, not settled, moved out of contact and no response categories.

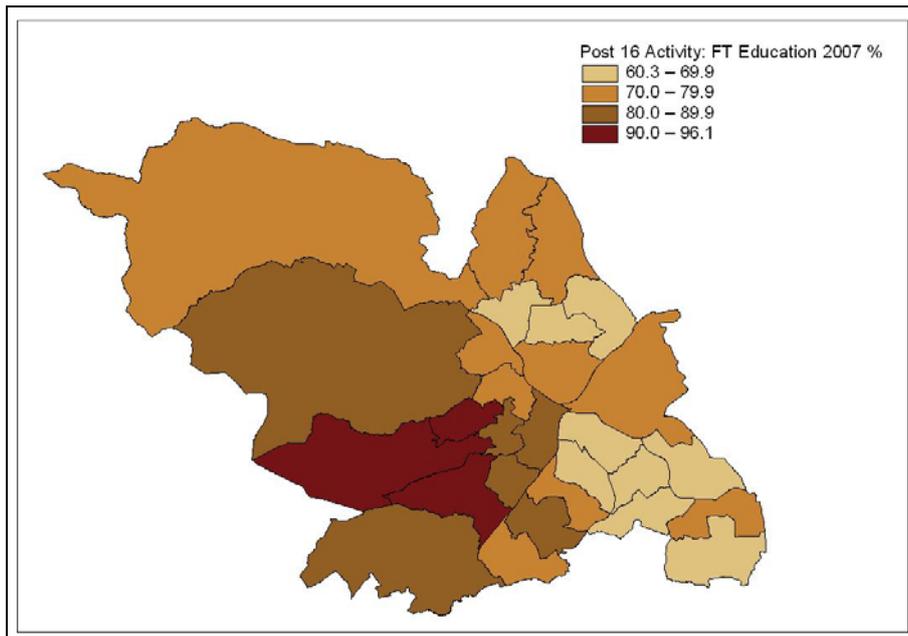


Figure 2.7: Post 16 Activity: Full Time Education, 2007

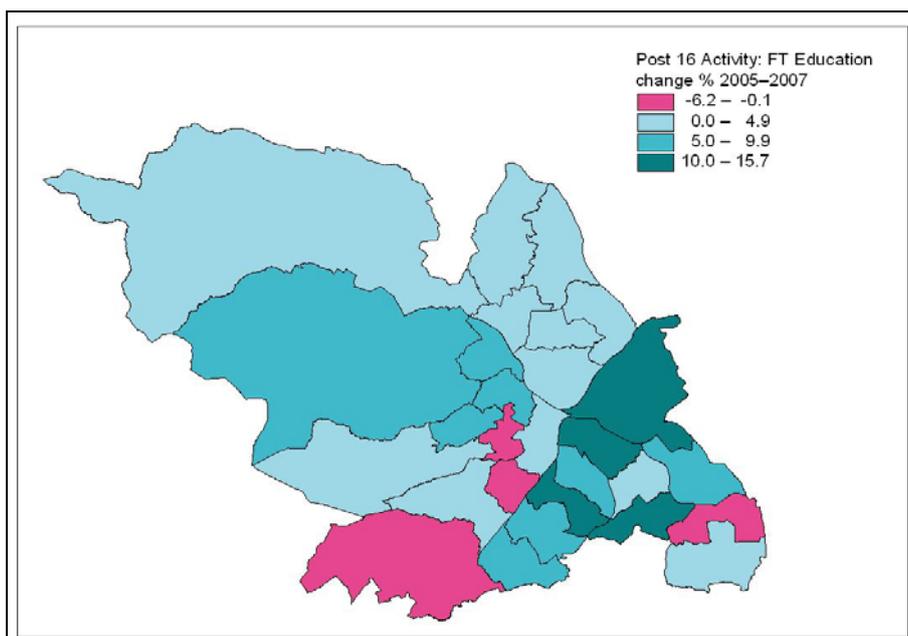


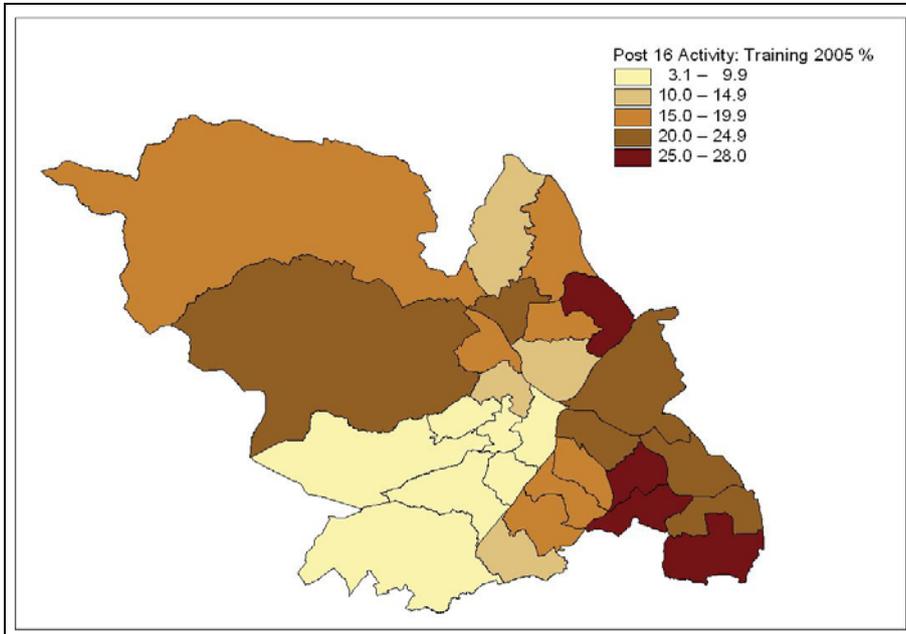
Figure 2.8: Post 16 Activity: Full Time Education, change 2005–2007

Area	2005 %	2007 %	change 2005–2007
Central	71.0	72.7	1.8
East	57.9	68.1	10.1
North East	60.9	63.9	3.0
Northern	68.9	76.5	7.6
South	71.4	78.0	6.6
South East	62.3	68.3	6.0
South West	87.9	88.6	0.7

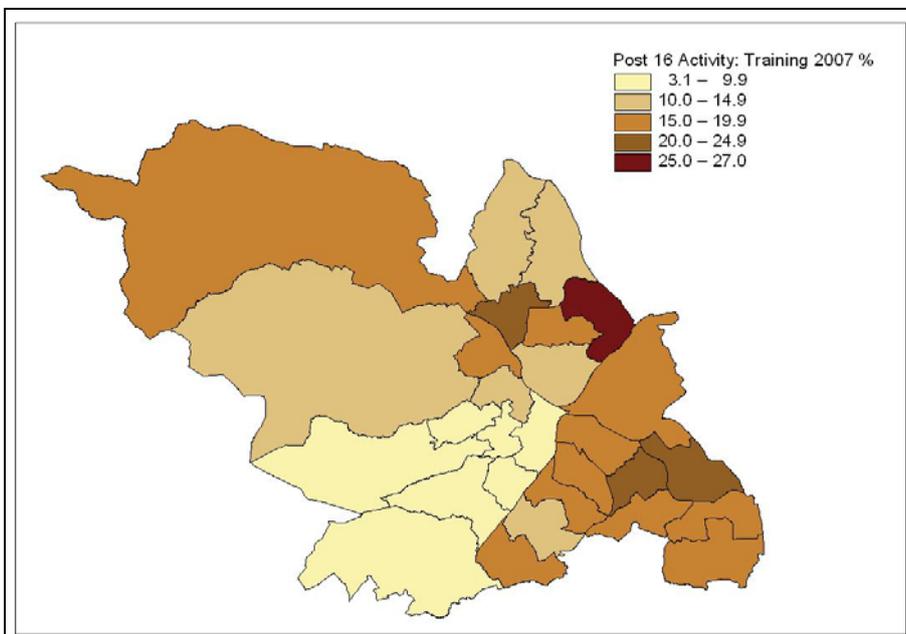
Table 2.3: Post 16 Activity: Full Time Education

## Chapter 2: Education

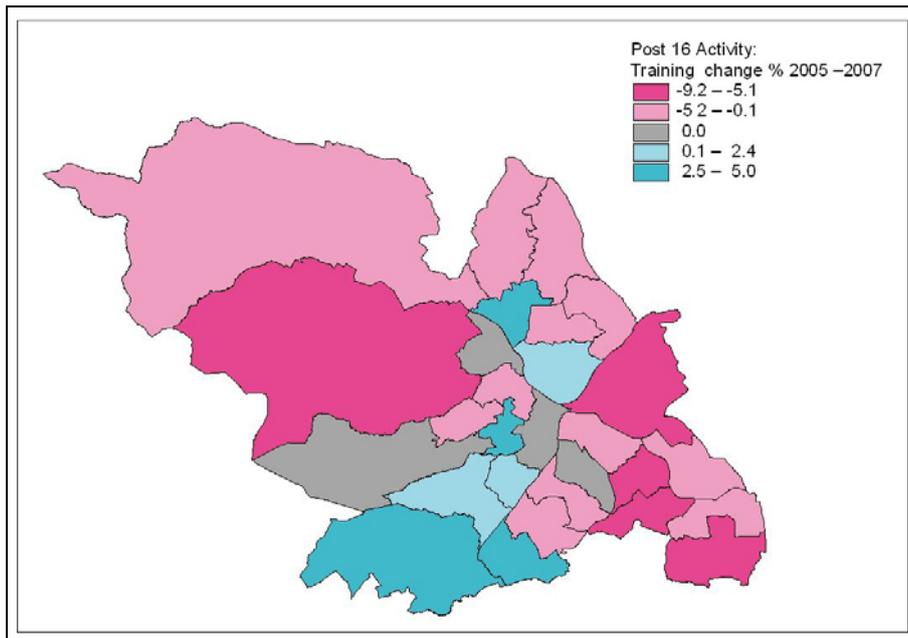
Figure 2.9 shows the proportion of post-16 year-olds undertaking training in 2005, Figure 2.10 the proportion in 2007 and Figure 2.11 the change, while Table 2.4 shows the Community Assembly Area data. Training includes both employment and non-employment based training. Higher rates are found towards the east of the city, but this area has also seen a decrease from 2005 to 2007 – presumably attributable to the increase in pupils remaining in full-time education.



**Figure 2.9: Post 16 Activity: Training, 2005**



**Figure 2.10: Post 16 Activity: Training, 2007**



**Figure 2.11: Post 16 Activity: Training, change 2005–2007**

Area	2005 %	2007 %	change 2005–2007
Central	21.3	20.8	-0.5
East	21.0	17.8	-3.3
North East	18.4	21.9	3.6
Northern	21.1	14.7	-6.4
South	17.0	15.2	-1.8
South East	26.4	20.0	-6.4
South West	6.3	7.5	1.1

**Table 2.4: Post 16 Activity: Training**

The next series of maps shows the proportion of post–16 year-olds in employment without training: Figure 2.12 of training in 2005, Figure 2.13 of 2007 and Figure 2.14 of the change; the Community Assembly Area data are shown in Table 2.5. Again we see the familiar pattern of the east having higher rates, while the numbers in the south-west are so low that the data have been suppressed. Most of the wards that showed the highest rates in 2005 have seen large decreases by 2007; worryingly a few wards have seen increases (especially *Mosborough* with a 2.2% increase, *Richmond* (2.0) and *Birley* (1.2)), at a time when the aim is that every young employed person should be receiving some training.

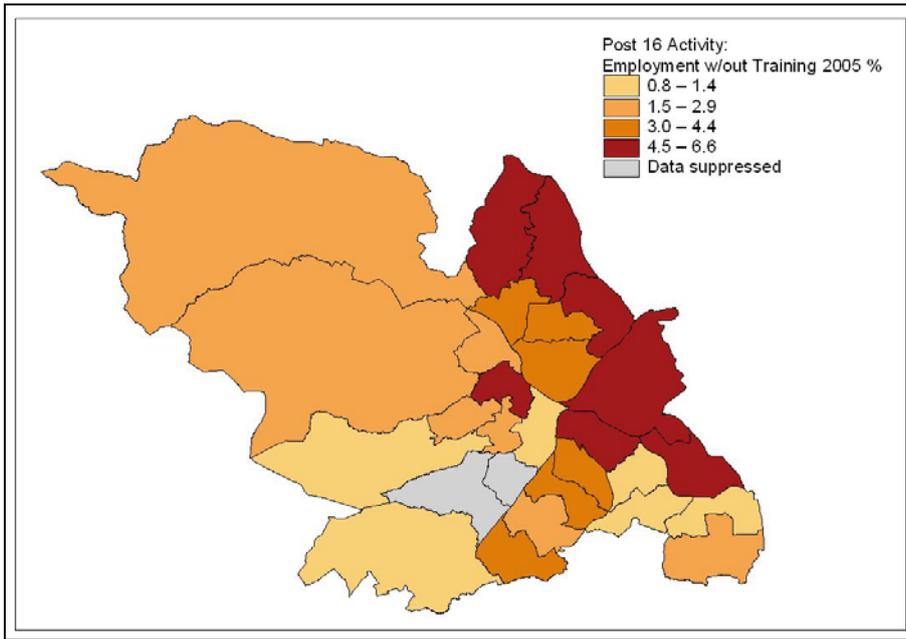


Figure 2.12: Post 16 Activity: Employment without training, 2005

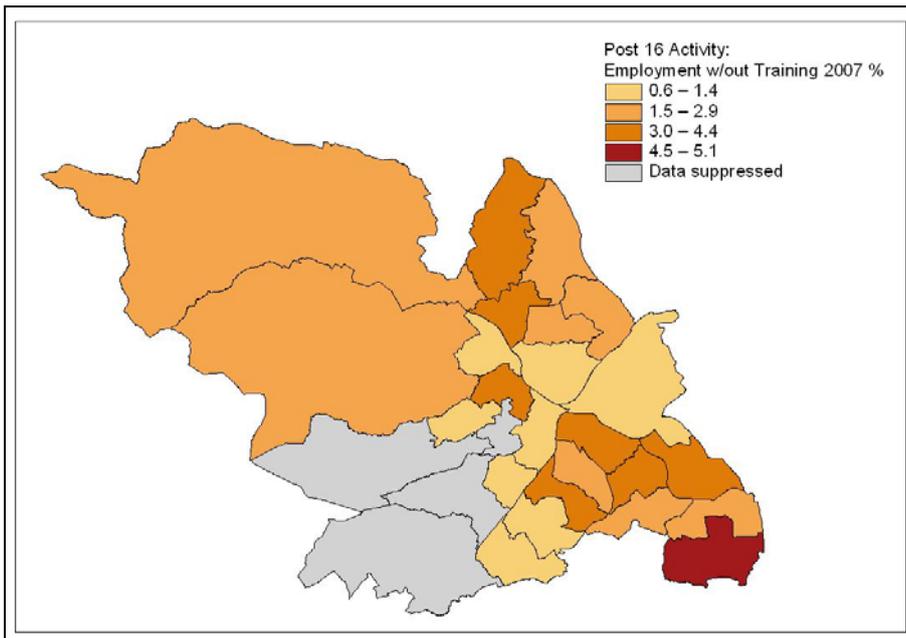
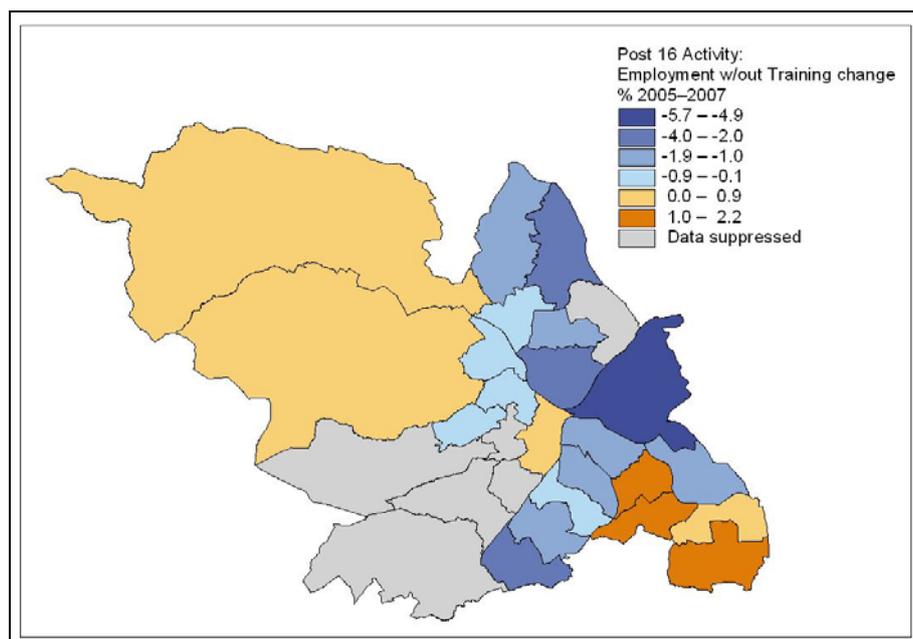


Figure 2.13: Post 16 Activity: Employment without training, 2007



**Figure 2.14: Post 16 Activity: Employment without training, change 2005–2007**

Area	2005 %	2007 %	change 2005–2007
Central	0.6	1.3	0.7
East	4.0	3.5	-0.4
North East	4.7	2.1	-2.6
Northern	3.4	2.6	-0.8
South	2.8	1.8	-1.0
South East	3.4	2.6	-0.7
South West	1.2	0.5	-0.8

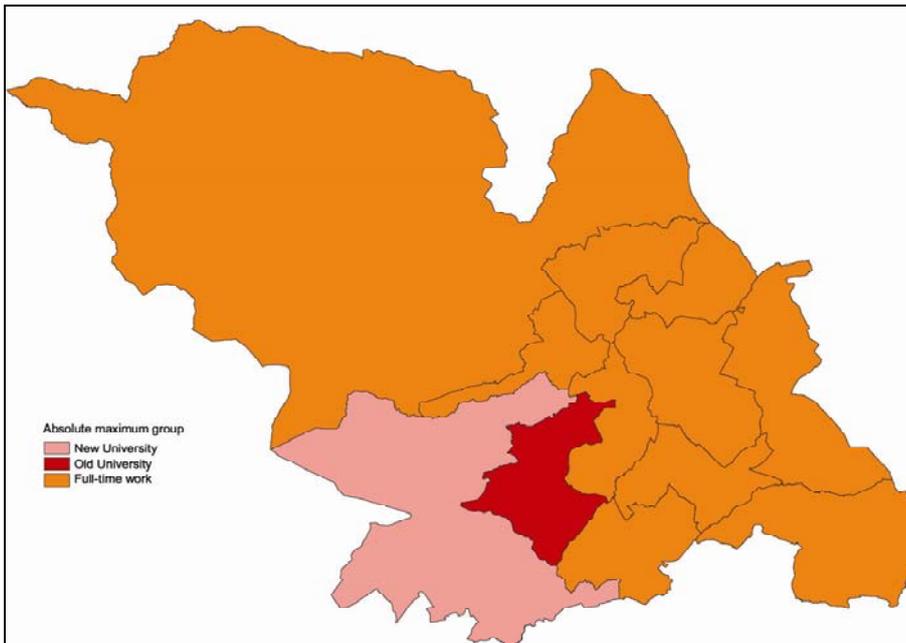
**Table 2.5: Post 16 Activity: Employment without training**

## 2.6 18–21 year-olds: the path they are taking

Some research currently being undertaken jointly between staff at Sheffield and Brighton Universities has looked at young people aged 18–21, and measured the number of them in each of 12 groups, from education and work to staying at home with children, in each of a thousand areas of England; 12 of these areas, which we call *tracts*, are in Sheffield. The domains of education and work are further sub-divided; we measure the numbers going to 3 different categories of university, and taking different levels of courses at FE colleges, and working full-time or part-time.

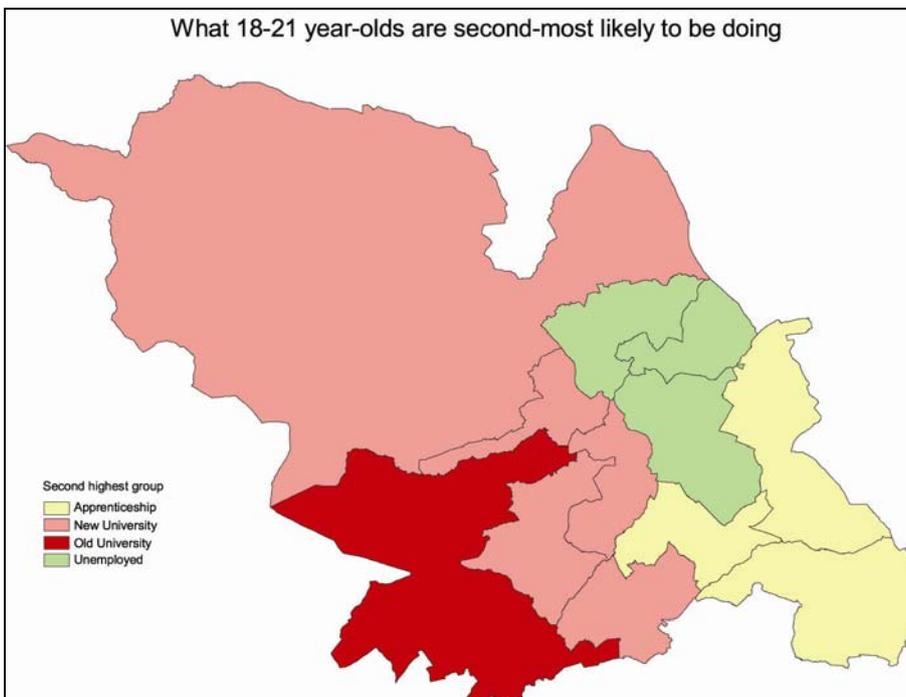
In most tracts, the most common group will be those working full-time (Figure 2.15); this is the case in 10 of the 12 areas of Sheffield. The two tracts that together make up *Hallam* constituency are the exception; in the eastern part of *Hallam*, people in this age group are more likely to be at an older university (mostly those that were universities before 1992, but not including the top few elite universities). Young people in the western part of *Hallam* are most likely to be at a new university (mostly those that were polytechnics before 1992).

## Chapter 2: Education



**Figure 2.15: What 18–21 year olds are most likely to be doing**

If we draw a map of the category that young people are second-most likely to belong to in each tract, there is a little more variety, and a strong geographical pattern, as shown in Figure 2.16. In the west of Sheffield, the choice after full-time work is a place at a new university. To the east of the city centre, if a young person is not in full-time employment, they will often be unemployed. In the south-east of the city, apprenticeships form the second largest group.

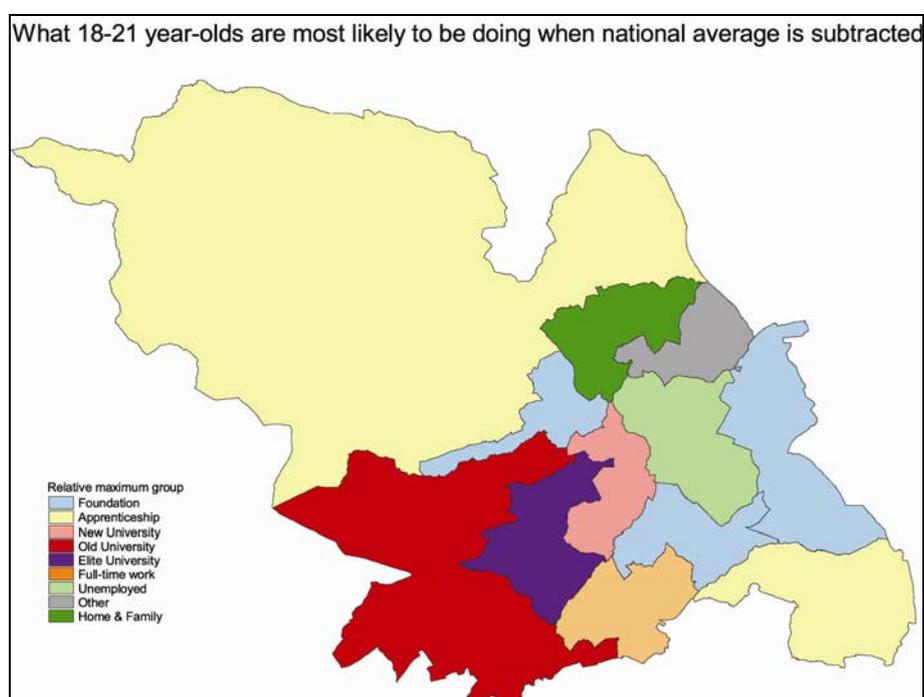


**Figure 2.16: What 18–21 year olds are second most likely to be doing**

## Chapter 2: Education

Instead of mapping categories that are largest in absolute terms, we can also compare the size of each group to a national average, allowing us to see that the young people in some areas are more likely to be a member of one of these groups than your average 18–21 year-old is.

In Sheffield there is a large variety of group membership when we measure it this way as shown in Figure 2.17; for example, in the western part of Hallam, shown in red on the map and including the neighbourhoods of *Dore*, *Totley* and *Bradway*, you are more likely than your average 18–21 year-old to attend an old university. In the eastern part of Hallam, encompassing the neighbourhoods of *Endcliffe*, *Broomhill*, *Ranmoor*, *Greystones*, *Millhouses*, *Ecclesall*, *Whirlow*, *Abbeydale* and *Bents Green*, you are more likely than average to attend one of the 'elite' universities. To the east of central Sheffield, in an area made up of the neighbourhoods of *Firshill*, *Woodside*, *Abbeyfield*, *Burngreave*, *Manor*, *Wybourn*, *Park Hill* and *Granville*, there are a higher than average number of young people who are unemployed.



**Figure 2.17: What 18–21 year-olds are most likely to be doing when national average is subtracted**

### 2.7 Educational level of the adult population

The 2001 Census asked respondents about their highest level of education. One way of summarising this data for each neighbourhood in Sheffield is to use a modal measure; i.e. ask 'if we picked a person at random from each neighbourhood, what is the highest level of education that they are likely to have obtained?' Perhaps surprisingly, for neighbourhoods across most of Sheffield, the most likely answer is 'none', as shown in Figure 2.18. The data is for all 16–74 year-olds in 2001; many of the older generations left school early with no qualifications.

The 19 neighbourhoods where the most common level of education is a degree or professional qualification are, without exception, in a contiguous group in south-west

## Chapter 2: Education

Sheffield. They cover an area from *Walkley Bank* in the north to *Totley* and *Bradway* on the southern edge of Sheffield, and from *Lodge Moor* and *Fulwood* in the west, to *Sharrow* in the east. Just to the north-east of these are six neighbourhoods where, influenced by large numbers of students, the most common level of education is A-levels. They are the neighbourhoods of *Highfield*, *Broomhall*, *Endcliffe*, *Broomhill* and *Crookesmoor*.

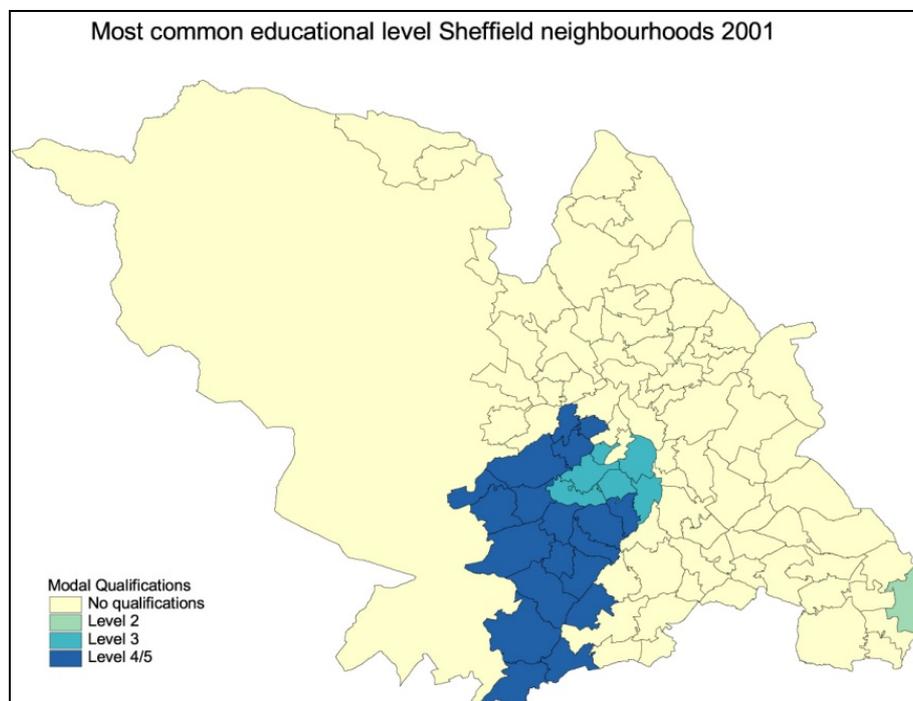


Figure 2.18: Most common educational level, 2001

## 2.8 Change in highly educated population

The censuses between 1971 and 2001 allow us to measure the change in the percentage of people in each parliamentary constituency who have a degree or professional qualification, as shown in Table 2.6. Places that had a very low percentage to start with can appear to have a very dramatic increase. For example, an extra 6 people in a hundred gaining a degree in Brightside leads to a 6-fold increase. In contrast, when an additional 26 people in a hundred in Hallam gain a degree, there is only a 3-fold increase.

Constituency	% with a degree				Change 1971 to 2001	
	1971%	1981%	1991%	2001%	Relative %	Absolute %
Attercliffe	1.9	3.0	5.1	10.6	5.7	8.7
Brightside	1.3	2.2	2.9	7.7	5.8	6.3
Central	2.7	6.2	11.2	24.3	9.0	21.6
Hallam	11.3	20.3	26.4	37.5	3.3	26.2
Heeley	2.3	4.4	6.7	14.8	6.4	12.5
Hillsborough	3.5	6.0	9.5	18.1	5.2	14.6

Table 2.6: Proportion of people with a degree

## Chapter 2: Education

As Table 2.6 shows, there is wide variation across Sheffield, and has been for at least 40 years, in the number of highly educated people. At the parliamentary constituency level, the top and bottom constituencies in 1971 (*Hallam* and *Brightside* respectively) were still at the extremes in 2001. Whether the gap has widened or narrowed in the intervening time depends on the measure used. The absolute increase in higher educational levels between 1971 and 2001 was far greater in *Hallam* compared to *Brightside*, but *Brightside* saw an increase from 1.3% to 7.7% of people over this period, which is a larger relative increase than *Hallam's* change from 11.3% to 37.5%. The change in *Central* is probably due to the changing demographics of the city centre.

## Chapter 3: Unemployment and Income

- There is a wide variation in unemployment rates across Sheffield when measured by parliamentary constituency. For most of the period 1978 to 2009, *Central* has had the highest rates, but recent improvements there have left *Brightside* with the highest rates. *Hallam* has had the lowest rates throughout the same period.
- Rates for the early part of 2009 show a steep increase in unemployment, comparable to those seen in the early 1980s, although it remains to be seen whether that will be sustained.
- Income estimates for 2004 aggregated to parliamentary constituency level show a big gap between *Hallam* and the other five constituencies. The average household income for *Hallam*, equivalised after housing costs are taken into account, is around 36% bigger than the Sheffield mean.
- Income was also estimated for 1998 and 2001/2. There has been little change in the relative position of Sheffield's six constituencies over that period, although the data appears to show that *Hallam's* increase was slower in the 1998–2001/2 period, and faster between 2001/2 and 2004.

### 3.1 Unemployment over time

Data from several sources have been brought together to give an unemployment series for constituencies in Sheffield between 1978 and 2009 and is shown in Figure 3.1. It should be noted that measures of unemployment have changed over time, and we have used a measure of the base working age population that is not necessarily the same as that used in official statistics to calculate a rate. Even so, the method used should permit a valid comparison between the constituencies of Sheffield, and should also allow a view of the overall trend over time. The most recent used is for the first half of 2009.

It is notable that the six lines, one for each constituency, follow broadly the same pattern, and very rarely overlap. The exceptions are a steep increase in unemployment in *Attercliffe* around 1983 that continued longer than in the other Sheffield constituencies, and a reduction in unemployment in *Central* through the mid 2000s that improved its position relative to the rest of Sheffield – probably due to the changing demographics in the city centre.

The recent data, for the first part of 2009, shows an increase in unemployment comparable to those seen in the early 1980s, although it remains to be seen whether that is sustained. As in previous recessions, the early signs appear to show the increase being worst in the areas where unemployment was already higher.

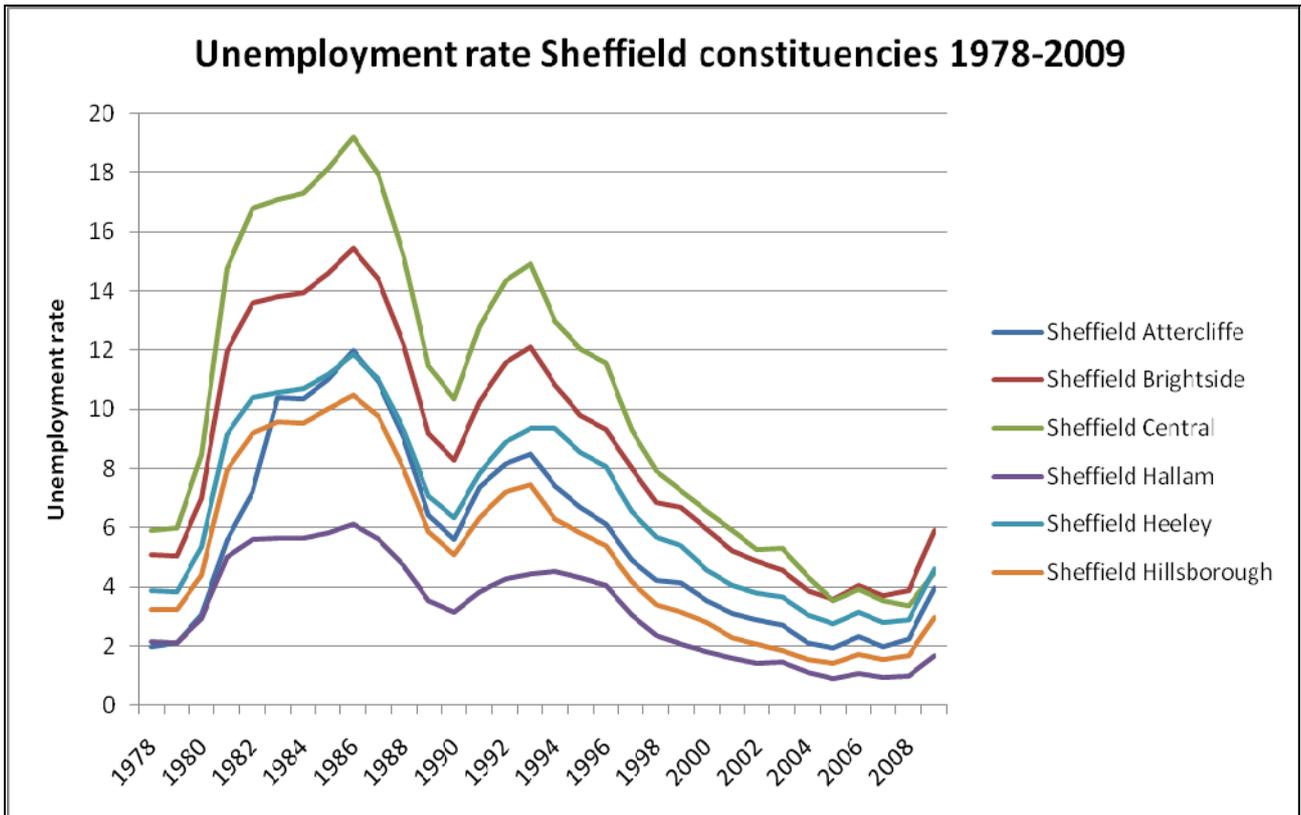


Figure 3.1: unemployment rate in Sheffield constituencies 1978–2009

### 3.2 Income estimates

In the absence of an income question in the national census, the Office for National Statistics have commissioned academics to produce estimates of income at small geographical levels three times between 1998 and 2004. Changes in the geography used between the 2001/2 and 2004 estimates have necessitated aggregation of the estimates to parliamentary constituency level.

As with many other measures, the *Hallam* constituency data is notably separated from the rest of Sheffield, as can be clearly seen in Figure 3.2. There are only three data points over a period of 6 years, so it is hard to be certain if there are any patterns to be seen in the data. The increase in *Hallam* between 2001/2 and 2004 is greater than the rest of Sheffield, whichever way it is measured.

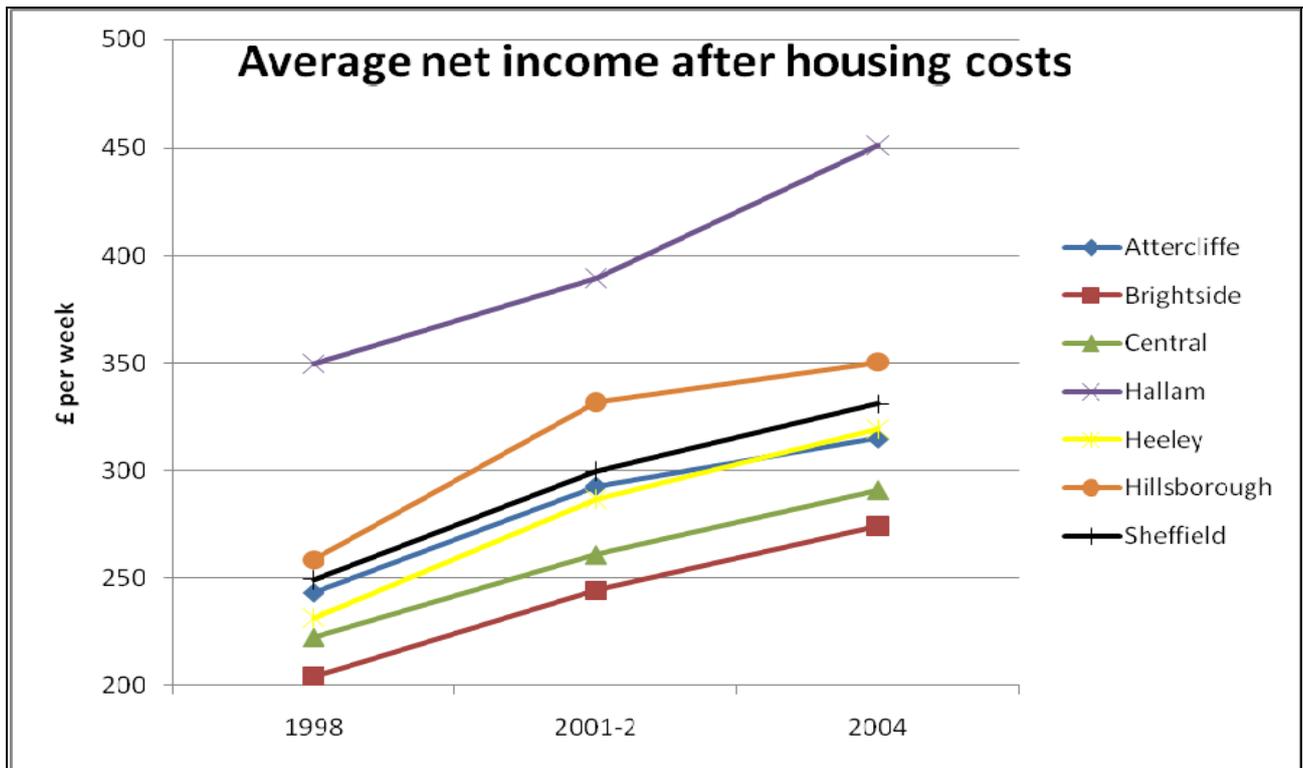


Figure 3.2: Average net income after housing costs

## Chapter 4: Housing

- Owner occupation is the majority tenure in a ring around the city; social housing predominates in *Brightside*.
- In 23 neighbourhoods over half of households are socially rented; 25 neighbourhoods have less than 10% socially rented households.
- Two percent of households in *Ecclesall* live in properties in Council Band A; in *Shiregreen* 99.3% of households do.
- At the end of 2008 the ratio between the highest and lowest dwelling prices stood at 2.59, down from a peak of 4.59 in 2001.
- *City Centre* saw the greatest increase of nearly 12 times of the average property price; between 1980 and 2008; *Norton* had the lowest increase with just below 8 times.
- In 2008 *Brightside* constituency had an average property price of £110,656 while Hallam had £256,878.
- By 2008 nearly 50% of properties in the *Park Hill* neighbourhood were vacant
- *City Centre* and *Park Hill* have high proportions of households moving in the previous 12 months
- Burglary rates decreased between 2008 and 2009; *Central* constituency has the highest rate.

### 4.1 Tenure and dwelling type

The 2001 Census enumerated details of tenure and dwelling type. Here we report on those as background to the analysis that follows.

Figure 4.1 shows the tenure of households in Sheffield neighbourhoods at the time of the 2001 Census. This is a categorical map, with the most common form of tenure before the slash in the legend and the second most common after. Owner occupied households (which includes owned outright, buying with a mortgage and shared ownership) predominates as the most common category in a ring around Sheffield, with the exception of *Batemoor/Jordanthorpe* and *Lowedges*. In this ring of owner-occupation, private rented is the second most common to the west and social rented to the east. Private rented as the most dominant tenure is restricted to neighbourhoods around the city centre: *Broomhill*, *City Centre*, *Crookesmoor* and *Highfield*. Social rented (both council and housing association) is predominant in the east. Table 4.1 shows the same information by parliamentary constituency; *Brightside* has social rented as the most common form of tenure, with the other constituencies having owner occupation

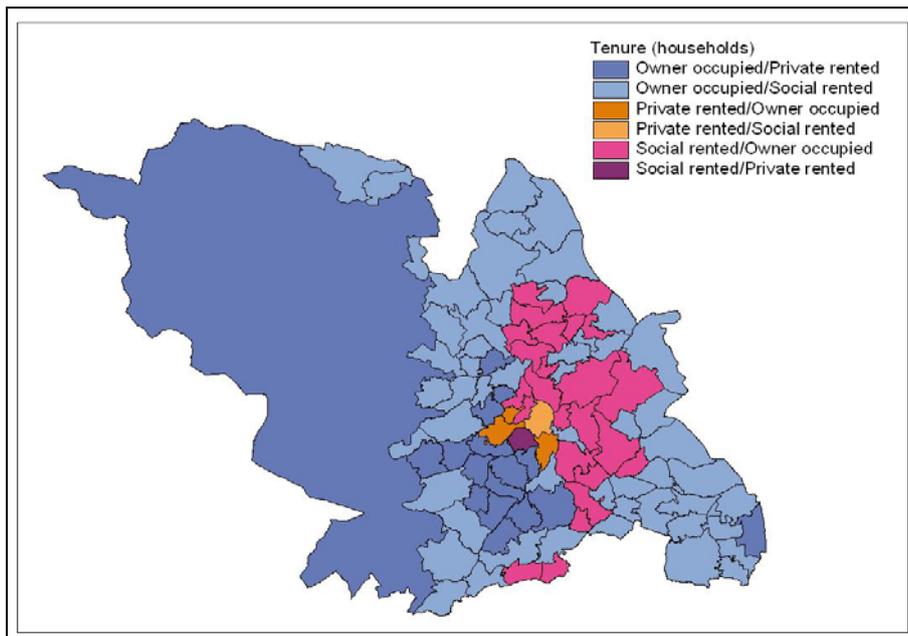


Figure 4.1: Household tenure, 2001

Constituency	Most common tenure	2nd most common tenure
Attercliffe	Owner occupied	Social rented
Brightside	Social rented	Owner occupied
Central	Owner occupied	Social rented
Hallam	Owner occupied	Private rented
Heeley	Owner occupied	Social rented
Hillsborough	Owner occupied	Social rented

Table 4.1: Household tenure, 2001

A simpler map is shown in Figure 4.2, which gives the predominant tenure of owned or rented. The constituency data are shown in Table 4.2, *Brightside* and *Central* being the only two constituencies where renting households make up the majority.

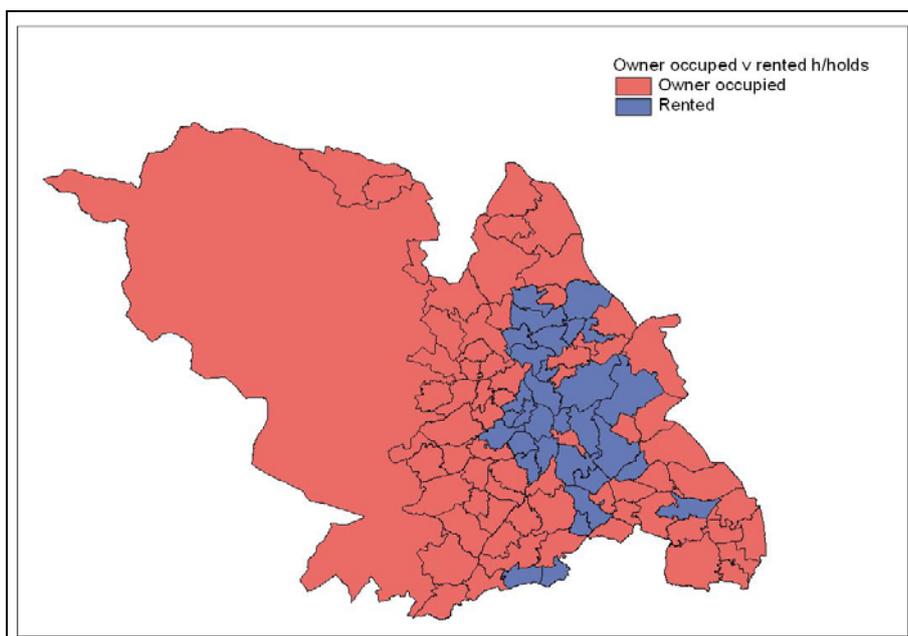


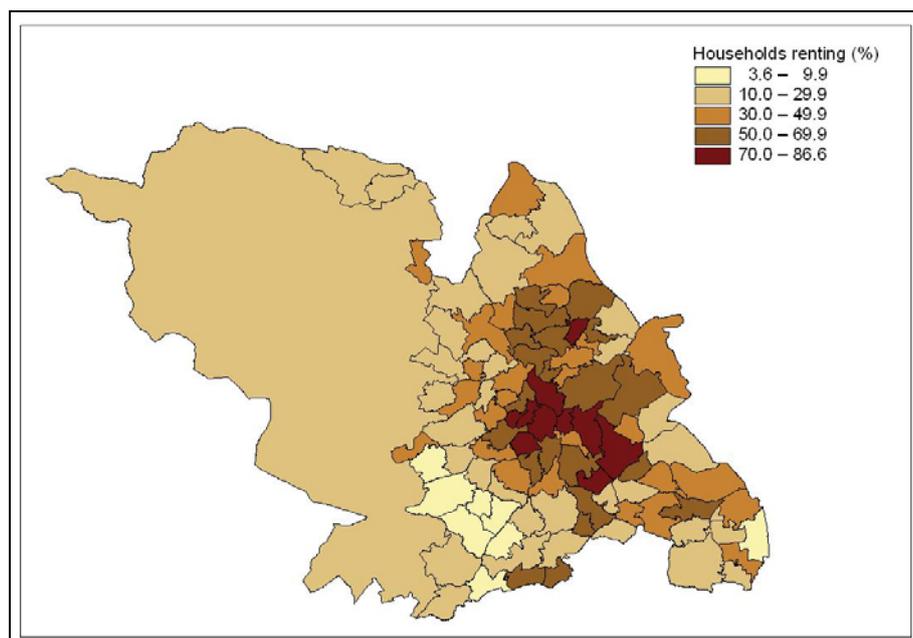
Figure 4.2: Majority owned or rented, 2001

## Chapter 4: Housing

Constituency	Owner occupied v rented
Attercliffe	Owner occupied
Brightside	Rented
Central	Rented
Hallam	Owner occupied
Heeley	Owner occupied
Hillsborough	Owner occupied

**Table 4.2: : Majority owned or rented, 2001**

The proportion of households renting their accommodation in 2001 is shown in Figure 4.3. The neighbourhoods with the lowest rates are *Beauchief* (3.6%), *Fulwood* (6.6) and *Bradway* (6.7); those with the highest are *Park Hill* (86.6%), *Netherthorpe* (85.1) and *City Centre* (83.3). The same data at constituency level are shown in Table 4.3. The highest proportion of households renting is in *Central* (59.2%), followed by *Brightside* (54.3) with the lowest in *Hallam* (23.9). Figure 4.4 and Table 4.4 show the proportions of socially rented accommodation for neighbourhoods and constituencies respectively. The proportions range from negligible – *Beauchief* with 0.6% – to over three-quarters in *Park Hill* at 77.8%; higher rates are found in the eastern half of the city. At the constituency level, Hallam has the lowest proportion (11.2) and Brightside the highest (48.4).



**Figure 4.3: Proportion of households renting, 2001**

Constituency	Households renting (%)
Attercliffe	33.6
Brightside	54.3
Central	59.2
Hallam	23.9
Heeley	41.6
Hillsborough	26.2

**Table 4.3: Proportion of households renting, 2001**

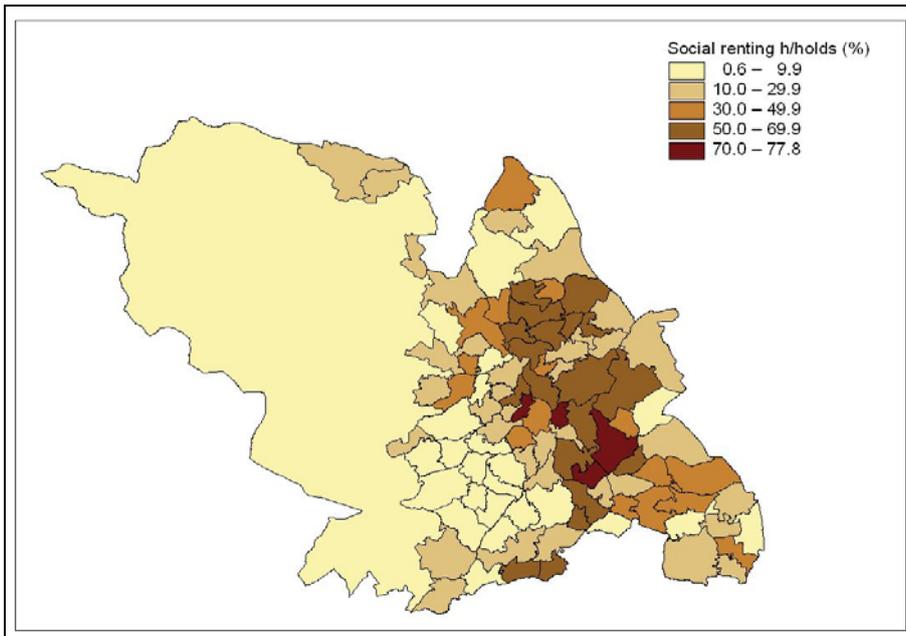


Figure 4.4: Social renting households, 2001

Constituency	Social rented households (%)
Attercliffe	28.6
Brightside	48.4
Central	38.6
Hallam	11.2
Heeley	35.1
Hillsborough	19.4

Table 4.4: Social renting households, 2001

Figure 4.5 shows the most common and second most common dwelling type as enumerated in the 2001 Census. Detached properties predominate to the west; to the east only the three neighbourhoods of *Halfway*, *Owlthorpe* and *Sothall* have detached as the dominant tenure. Semis are most common in the inner western suburbs, and to the north-east and south-east, while terraced housing predominates to the east of the city centre. In central areas, as well as *Batemoor/Jordanthorpe* and *Lowedges*, flats are the dominant dwelling type.

The constituency data are shown in Table 4.5. Semi-detached dwelling predominate everywhere except for *Central*, which is also unique in only having flats as the second most common dwelling type. The only constituency where detached houses are found in second place is in *Hallam*.

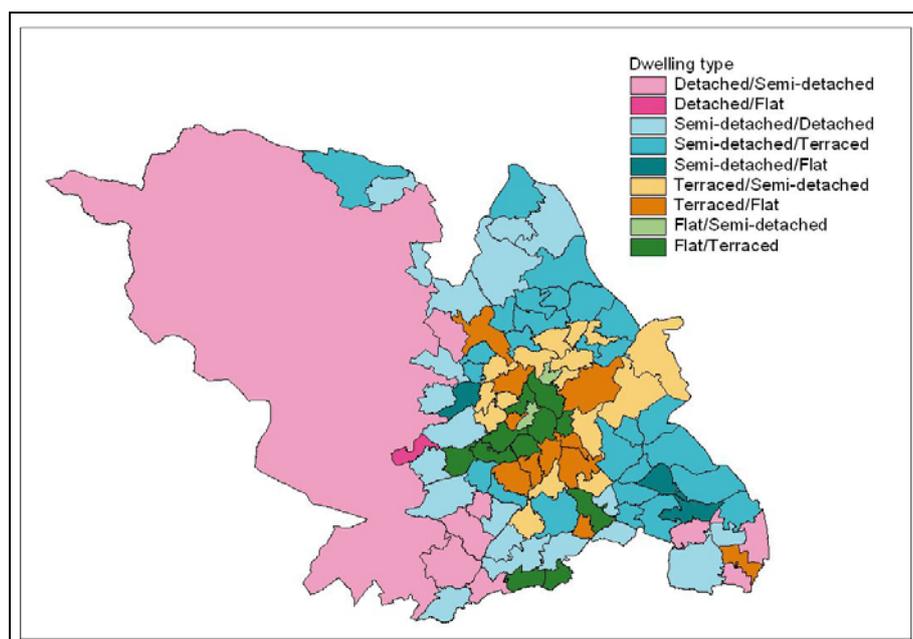


Figure 4.5: Dwelling type, 2001

Constituency	Most common dwelling type	2nd most common dwelling type
Attercliffe	Semi-detached	Terraced
Brightside	Semi-detached	Terraced
Central	Terraced	Flat
Hallam	Semi-detached	Detached
Heeley	Semi-detached	Terraced
Hillsborough	Semi-detached	Terraced

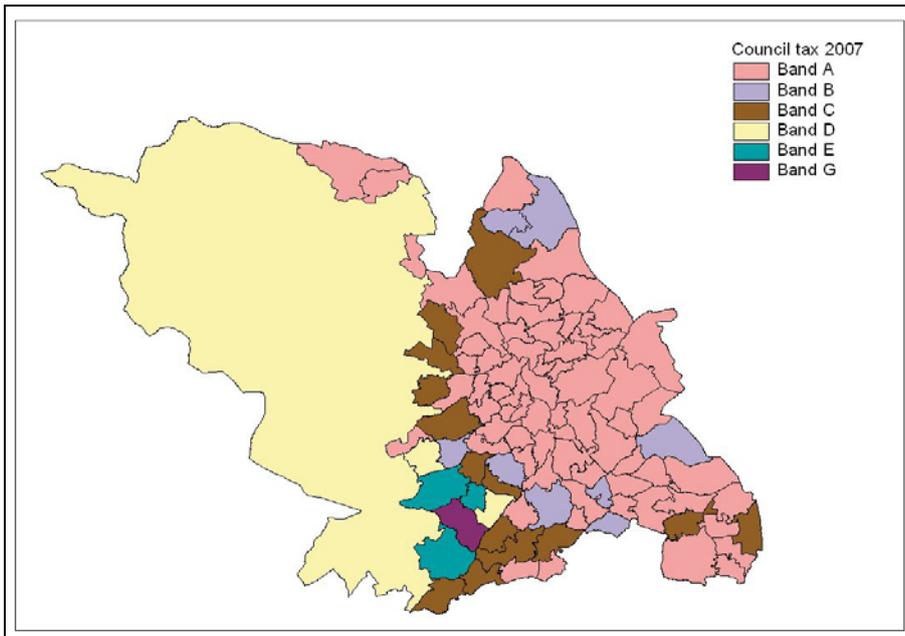
Table 4.5: Dwelling type, 2001

## 4.2 Council tax band

Council tax is a method of local taxation based on property values. More accurately, it is based on property prices as they were in 1991 and thus do not take house price inflation into account. New builds are essentially "back valued" to what their value would have been at that time.

Figure 4.6 shows the most common council tax band of dwellings in 2007 (data obtained from ONS Neighbourhood Statistics) in Sheffield neighbourhoods. Seventy one neighbourhoods have Band A as the most common band, eight have Band B, 14 Band C, three (*Fulwood, Millhouses* and the *Rural Area*) have Band D, three (*Bents Green, Dore* and *Ecclesall*) have Band E, while only one, *Whirlow/Abbeydale*, has Band G as the most common band. Bands F and H are nowhere the most common band.

At the constituency level, as shown in Table 4.6, everywhere has Band A as most common apart from *Hallam* with Band C.

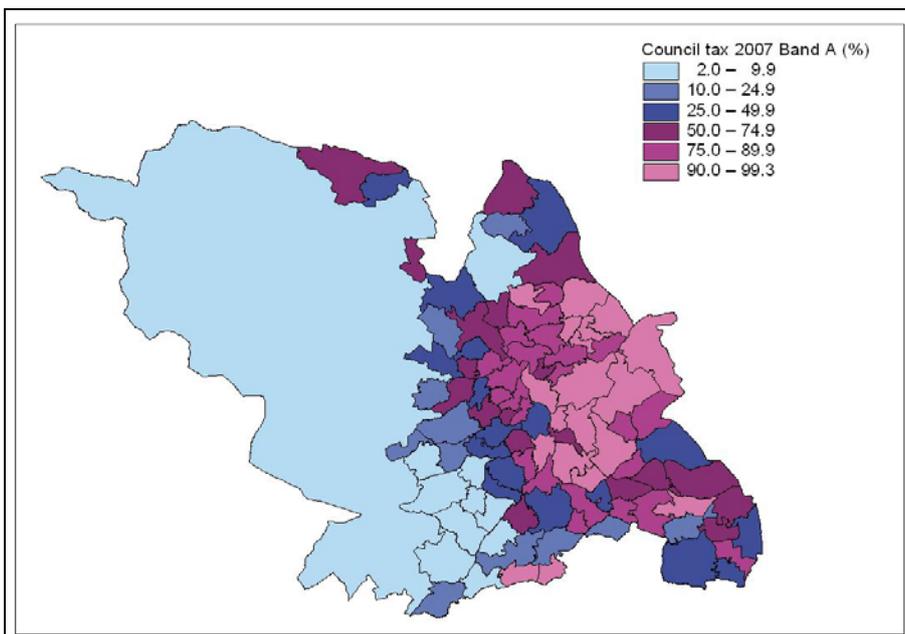


**Figure 4.6: Most common council tax band**

Constituency	Most common council tax band
Attercliffe	Band A
Brightside	Band A
Central	Band A
Hallam	Band C
Heeley	Band A
Hillsborough	Band A

**Table 4.6: Most common council tax band**

Figure 4.7 shows the proportion of dwellings that are in council tax Band A for Sheffield neighbourhoods. The lowest proportions are in *Ecclesall* (2.0%), *Fulwood* (2.2) and *Whirlow/Abbeydale* (2.3) while the highest are in *Shiregreen* (99.3%), *Manor* (99.0) and *Arbourthorne* (98.3). Table 4.7 shows the same data for constituencies, the range being from 18.7% in *Hallam* to 89.2% in *Brightside*.



**Figure 4.7: Proportion of dwellings in council tax band A**

Constituency	Council tax 2007 Band A (%)
Attercliffe	61.6
Brightside	89.2
Central	71.2
Hallam	18.7
Heeley	67.6
Hillsborough	48.7

**Table 4.7: Proportion of dwellings in council tax band A**

### 4.3 House prices

We obtained house price data by postcode sector geography from HM Land Registry. This data gives us the number of each type of property (detached, semi-detached, terraced or flat) and the average price for each property type for a calendar year. The data was aggregated to tracts and the prices mix-adjusted to reflect the housing mix in each tract. This is necessary because the mix of sales of different dwelling types may not reflect the actual mix of dwellings. This gave us an average property price for each Sheffield tract. We used tracts for this analysis for two reasons: postcode sectors are too large to fit comfortably in to Sheffield neighbourhoods, and previous work we have undertaken (Thomas and Dorling, 2004) using house price data was at tract geography, enabling us to use data from that study to extend our series back to 1980.

Figure 4.8 shows the average property price for Sheffield tracts for the period 1980–2008 and Figure 4.9 the ratio between the highest and lowest prices over that period. There is a clear gradient in property prices between tracts, with *Ecclesall* and *Hallam* commanding the highest prices, and *Firth Park* the lowest. Property price data for constituencies, together with the ratio of highest to lowest prices, for the period 2003–2008 are shown in Table 4.8 and unsurprisingly *Hallam* has the highest average price and *Brightside* the lowest. There has been a general narrowing of the ratio.

Figure 4.9 shows the ratio between the lowest and highest prices. General rising inequality, interrupted in particular by the 1990s housing slump, continued until 2001 when the most expensive tract had property 4.59 times the tract with the cheapest housing. The gap then narrowed, to 2.59 by 2008, despite house price inflation. This can probably be attributed to house price inflation pushing up the price of cheaper housing as more people tried to get onto the housing ladder.

Figure 4.10 shows the index of property prices over the period. For each tract, the 1980 price is set to 100 and subsequent years' prices indexed accordingly. It is clear that the greatest increase in recent years has been in *Sheffield City West*, where the index was 1171 in 2008, reflecting the redevelopment that has happened in and around the city centre area. Norton has had the lowest increase to an index of 795, perhaps reflecting its location.

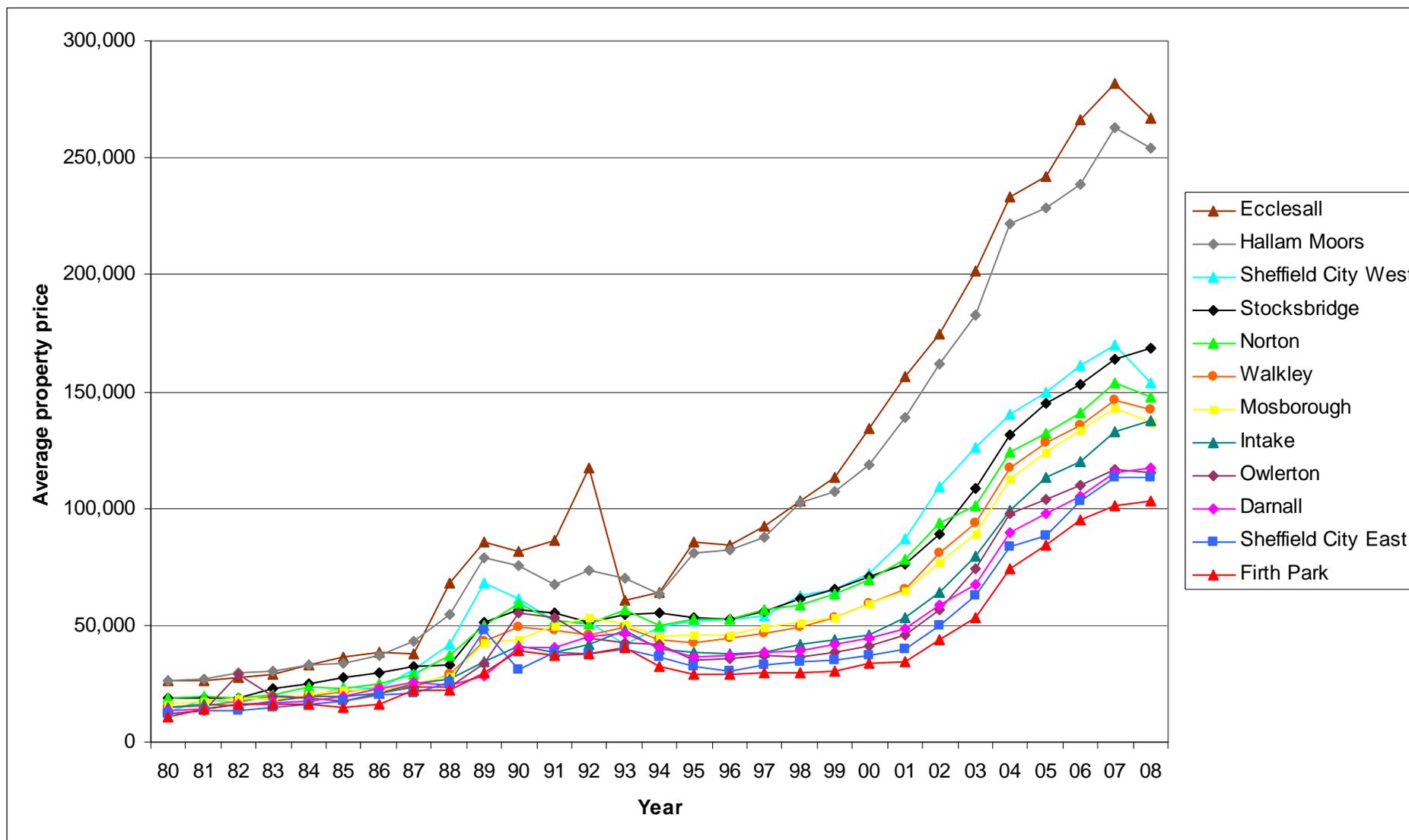


Figure 4.8: Average property price 1980–2008

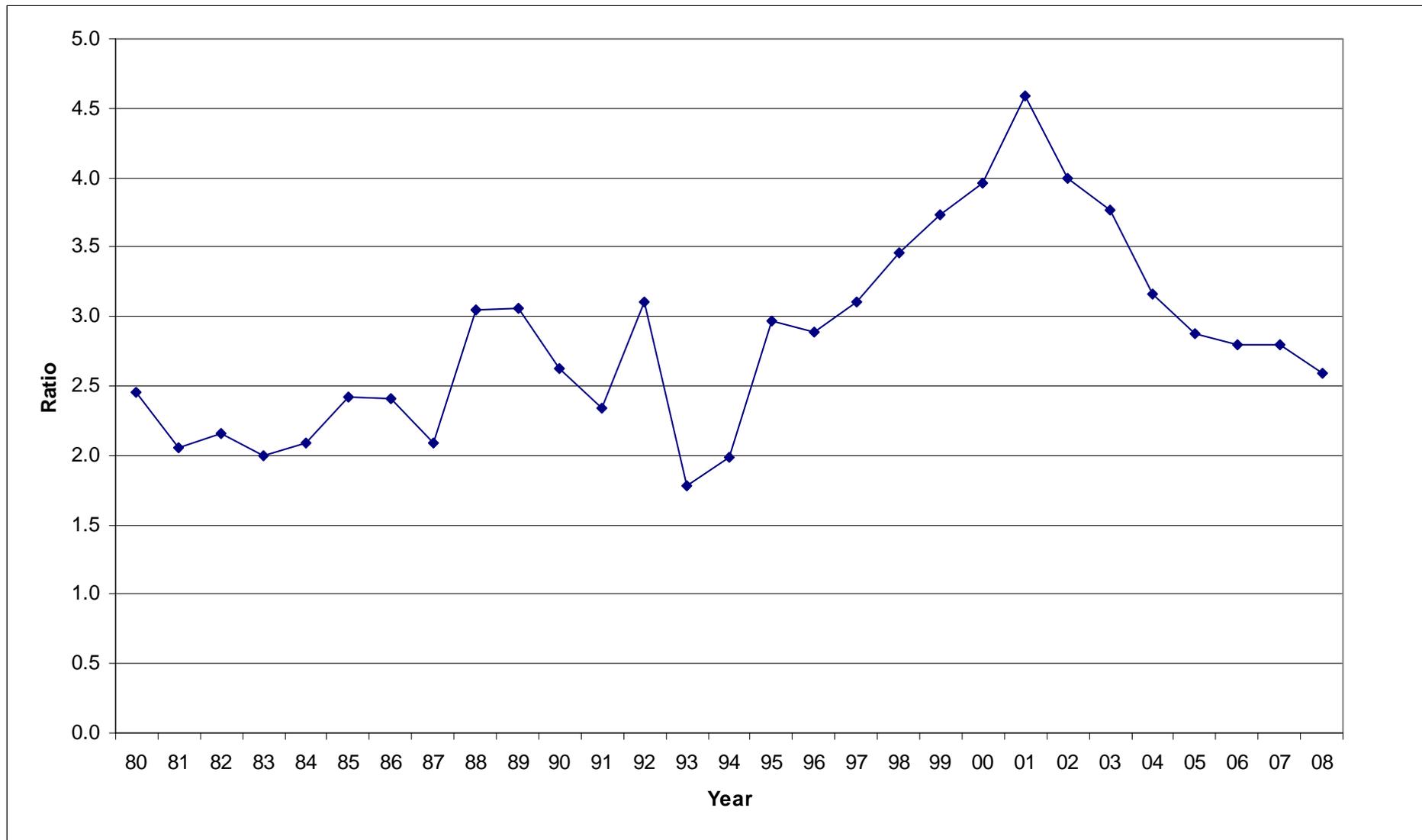


Figure 4.9: Ratio of highest to lowest average property price by tract, 1980–2008

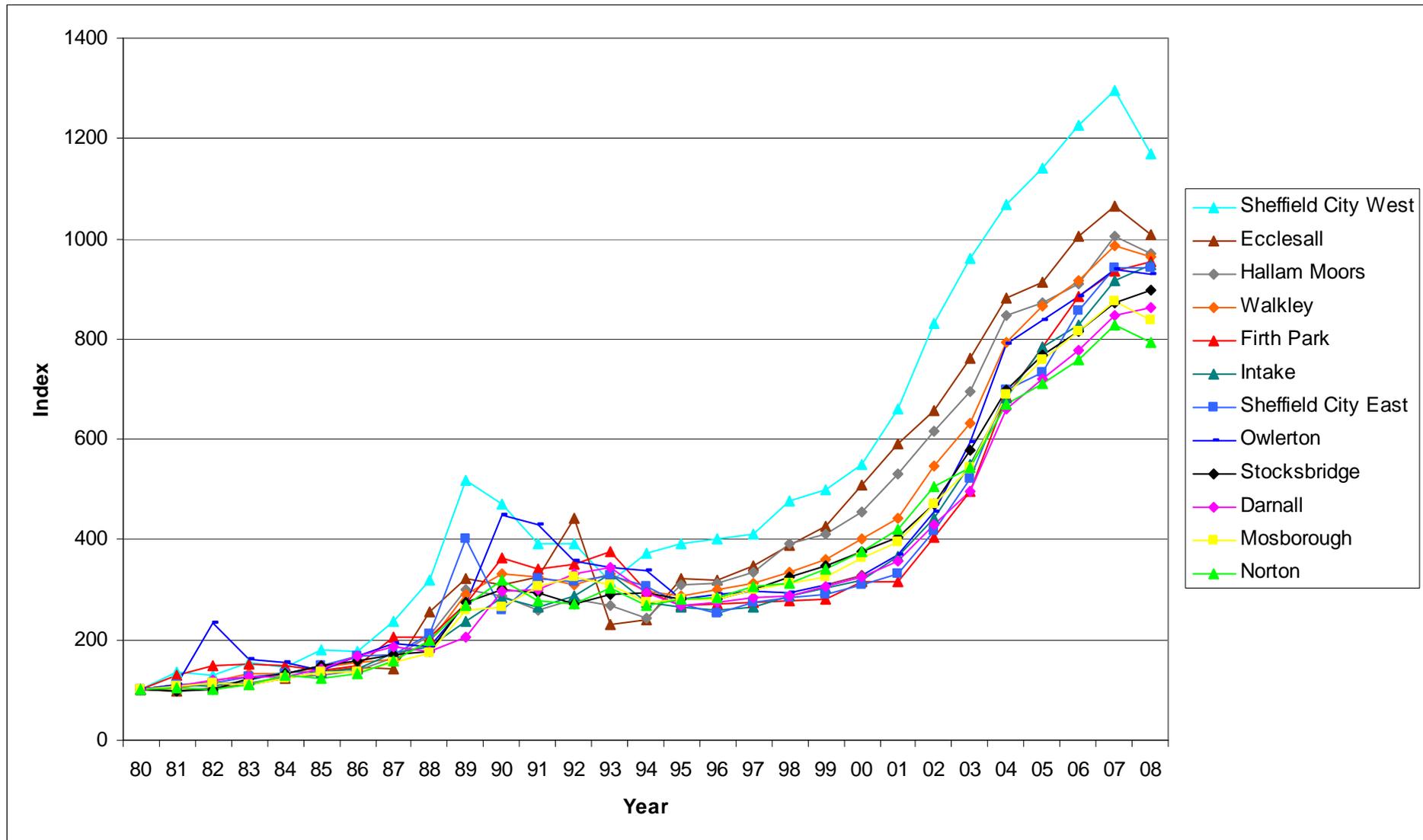


Figure 4.10: Index of property prices 1980–2008; 1980 price = 100 for each tract

Figure 4.11 shows average property price by tract in 2008. *Hallam Moors* and *Ecclesall* have the highest prices: note the break in the key. The lowest price is found in *Firth Park*. Table 4.8 shows prices by constituency for the period 2003–2008.

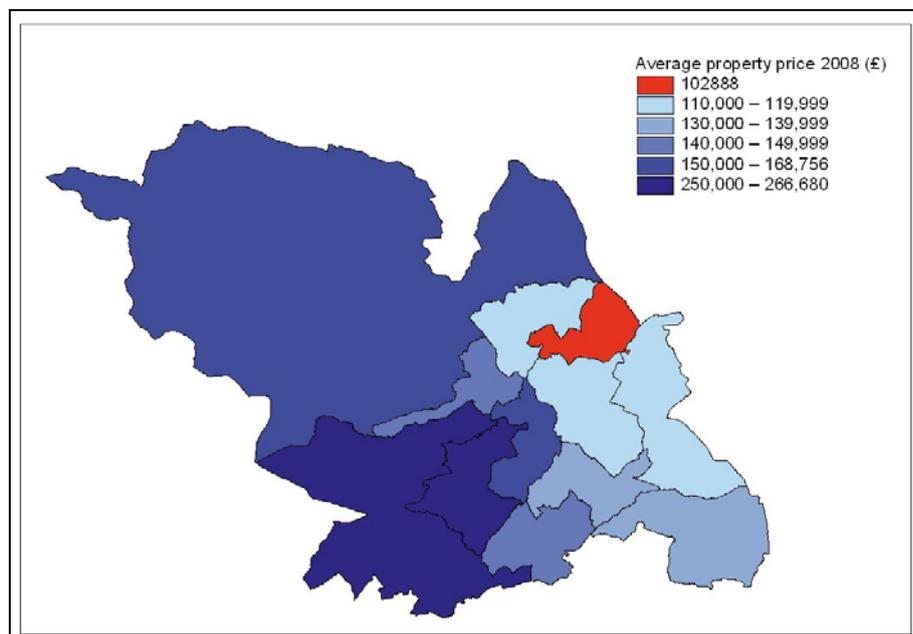


Figure 4.11: Average property price by tract, 2008

Constituency	2003	2004	2005	2006	2007	2008	Change 2003–2008
Attercliffe	79,156	102,198	112,992	121,298	130,649	128,257	49,101
Brightside	67,002	90,728	97,760	105,238	111,219	110,656	43,654
Central	110,056	126,988	136,835	147,876	154,889	143,631	33,575
Hallam	189,201	224,365	233,285	248,382	268,279	256,878	67,677
Heeley	89,832	111,921	121,930	130,147	142,030	142,216	52,383
Hillsborough	102,306	125,743	137,625	145,866	156,489	158,153	55,847
Ratio	2.82	2.47	2.39	2.36	2.41	2.32	

Table 4.8: Average property price 2003–2008

## 4.4 Housing Wealth

In our previous work on house prices (Thomas and Dorling, 2004) we estimated the housing wealth in each tract. This was estimated from property prices together with the proportions of owned outright, mortgaged and shared ownership properties in each tract. The data from that research, covering the period 1980–2003 is presented here. We have not yet updated this chart with the most recent house price data. Clearly, *Hallam Moors* and *Ecclesall* have pulled away from the other Sheffield tracts in the wealth that homeowners have accumulated. For all tracts the curve started to steepen around 1996 and the increase of estimated wealth accelerated from around 2001. Of course, people who live in rented accommodation and own no other property have no housing wealth.

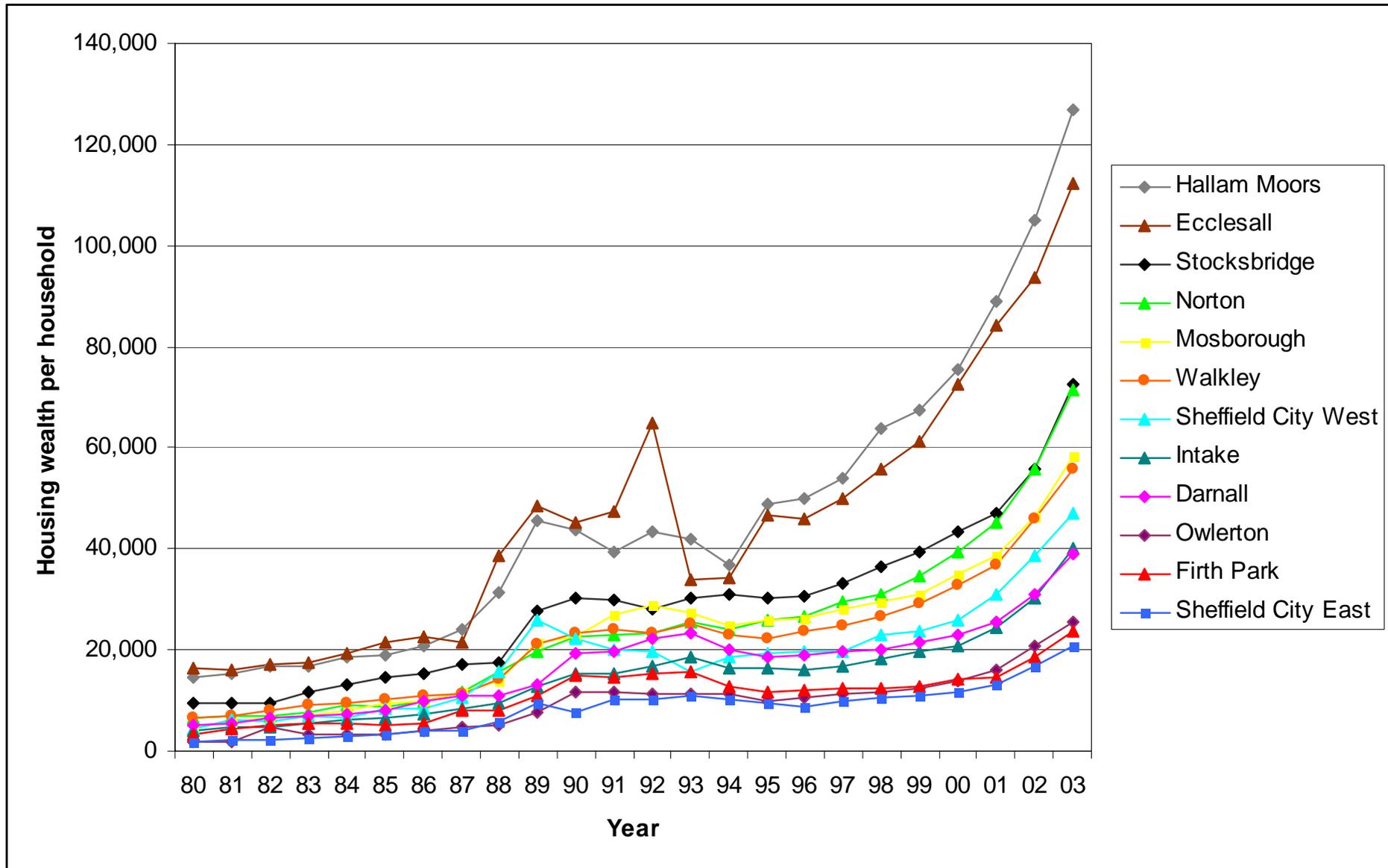


Figure 4.12: Wealth per household, 1980–2003

## 4.5 Vacant Properties

Data on vacant properties was included in the NHS Sheffield Neighbourhood Profiles data. Figure 4.13 shows the percentage of vacant properties in Sheffield neighbourhoods for the period 2003–2006 and Figure 4.14 the overall change. In 2003 there were 7,417 empty properties, falling to 6,087 in 2004 and 6,111 in 2005, followed by an increase to 7,648 in 2006. In 2003, which is perhaps representative of the usual pattern of vacant properties in Sheffield, *Waterthorpe* (0.7%) and *Owlthorpe* and *Worrall* (both 0.9) had the lowest proportions of vacant properties, while *Park Hill* (10.7), *Fir Vale* (10.4) and *City Centre* (10.0) had the highest. In subsequent years *Park Hill* clearly stands out with a growing proportion of vacant properties. The change maps shows that neighbourhoods to the east and just south of the city centre saw a decrease in the proportion of empty properties while neighbourhoods to the south-east and north-west, together with *Park Hill*, saw increases.

Table 4.9 shows vacant properties by constituency; Central clearly has a higher proportion of vacant properties than the other constituencies, a reflection both of *Park Hill* and of city centre churn.

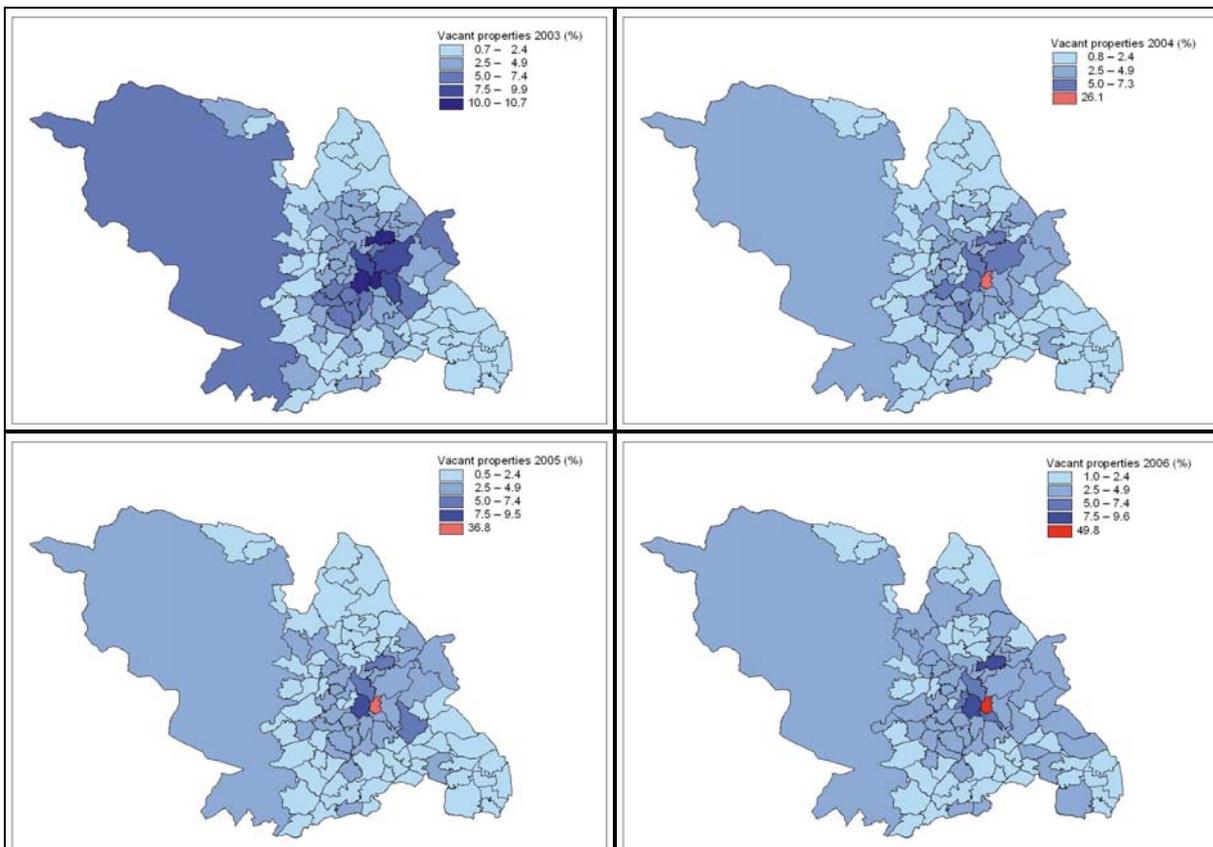


Figure 4.13: Vacant properties, 2003–2006

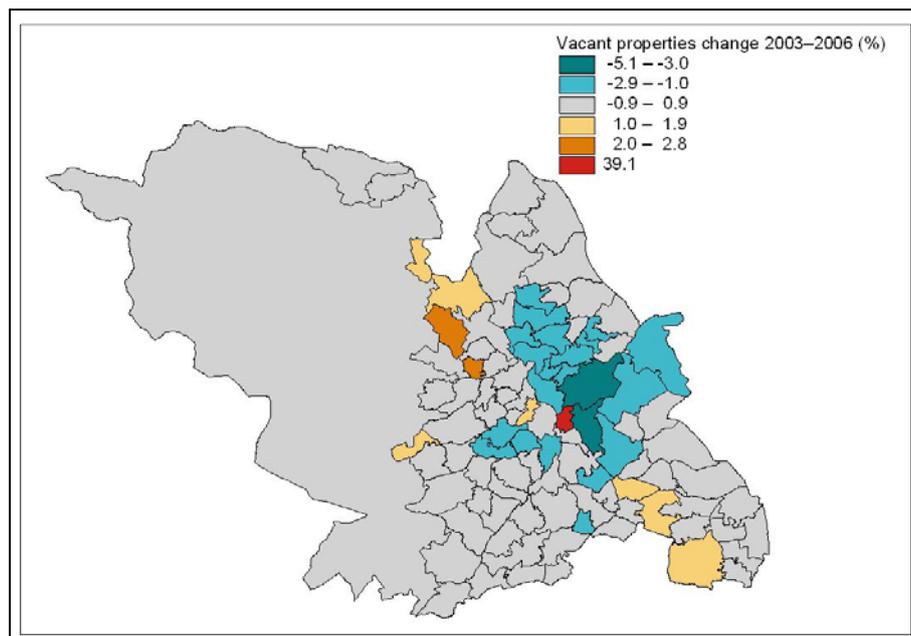


Figure 4.14: Change in vacant properties, 2003–2006

Constituency	Vacant properties % 2003	Vacant properties % 2004	Vacant properties % 2005	Vacant properties % 2006	Change 2003–2006
Attercliffe	2.1	1.9	1.8	2.3	0.2
Brightside	3.8	2.5	2.2	2.9	-0.9
Central	5.6	4.9	5.3	6.1	0.4
Hallam	3.0	2.5	2.3	2.8	-0.2
Heeley	2.7	2.3	2.1	2.5	-0.2
Hillsborough	2.1	2.0	1.9	2.5	0.3

Table 4.9: Vacant properties, 2003–2006

## 4.6 Households moving in the previous 12 months

Figure 4.15 shows the percentage of households moving in the previous 12 months for the period 2003–2006. *City Centre* and the neighbourhoods surrounding it tend to have higher rates, reflecting the type of households – particularly young professionals and students – that live in those places. The change in percentages over the entire period is shown in Figure 4.16: *Park Hill* and *City Centre* have seen big increases while many neighbourhoods in the east of the city have seen decreases. The constituency data is shown in Table 4.10.

## Chapter 4: Housing

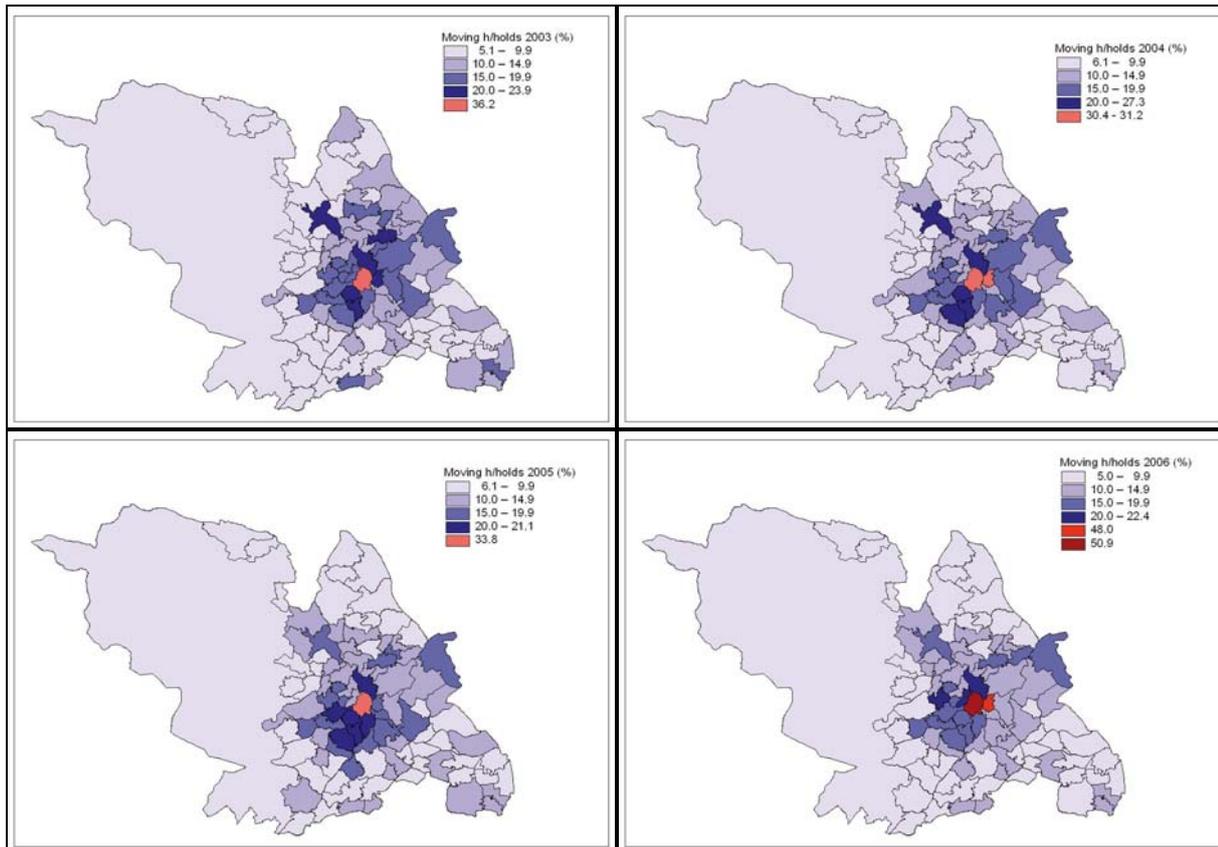


Figure 4.15: Households moving in previous 12 months, 2003–2006

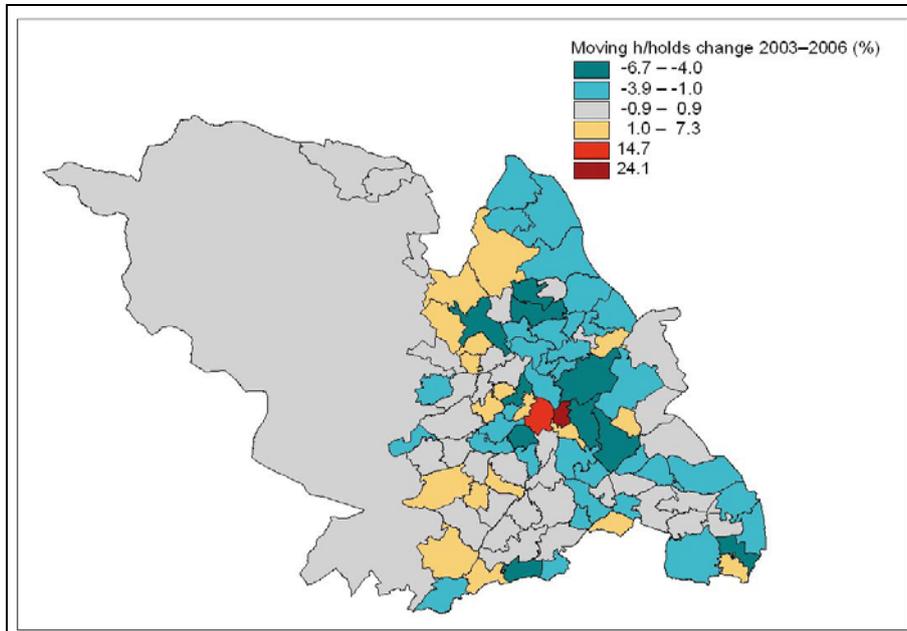


Figure 4.16: Change in households moving in previous 12 months, 2003–2006

Constituency	H/holds moving in last year % 2003	H/holds moving in last year % 2004	H/holds moving in last year % 2005	H/holds moving in last year % 2006	Change 2003–2006
Attercliffe	10.1	9.4	9.9	9.2	-0.9
Brightside	14.1	12.6	11.4	11.2	-2.9
Central	18.6	18.4	18.1	19.3	0.7
Hallam	11.6	11.9	11.6	11.1	-0.5
Heeley	11.8	11.4	11.7	10.8	-1.0
Hillsborough	10.0	9.7	9.8	9.9	-0.1

**Table 4.10: Households moving in previous 12 months, 2003–2006**

## 4.7 Burglary

Crime data was obtained via the LASOS website. Care must be taken in interpreting these figures: in many neighbourhoods the numbers are so small that a small increase or decrease can result in a large change in the rates. Additionally, not all crimes are reported to the police: for example burglaries where the household does not have contents insurance may not be reported, and if the location of a crime cannot be accurately located it has not been included in the data. Further, there is a seasonal pattern to crime. We have mapped the first quarter 2009, which is the latest data available, and the same quarter a year previously in 2008 so that we are comparing like with like. Note that the burglary maps that follow have discontinuous keys.

Figure 4.17 shows the rate of burglaries per 1000 population in the first quarter 2008 for Sheffield neighbourhoods. There were 2,011 burglaries in Sheffield in this quarter. The lowest rates were in *Lodge Moor* and *Netherthorpe* (both 0.3 per thousand) and the highest in *Burngreave* (22.1), *City Centre* (17.5) and *Highfield* (14.3). The picture in the first quarter of 2009 is shown in Figure 4.18. The overall number of burglaries had fallen to 1,728, with the best neighbourhoods being *Lodge Moor*, *Oughtibridge* and *Wharnccliffe Side* (all with no burglaries) and the worst *Burngreave* (16.4 per 1000) and *Granville* (11.6). Burglary rates have generally been falling nationwide; this can be partially explained by the falling price of consumer goods; there is little demand for used goods when, for example, a new DVD player can be purchased from Argos for only £20. It is perhaps too early to see whether burglary rates rise with the recession, as might be expected.

Figure 4.19 shows the change that occurred between 2008 and 2009. The greatest decreases were in *Highfield* (-9.6 per 1000) and *City Centre* (-8.8); the greatest increase was in *Granville* (7.5). Table 4.11 shows burglary data for constituencies; *Central* has the highest rate, possibly due to properties occupied by the student population being seen as targets by opportunistic thieves.

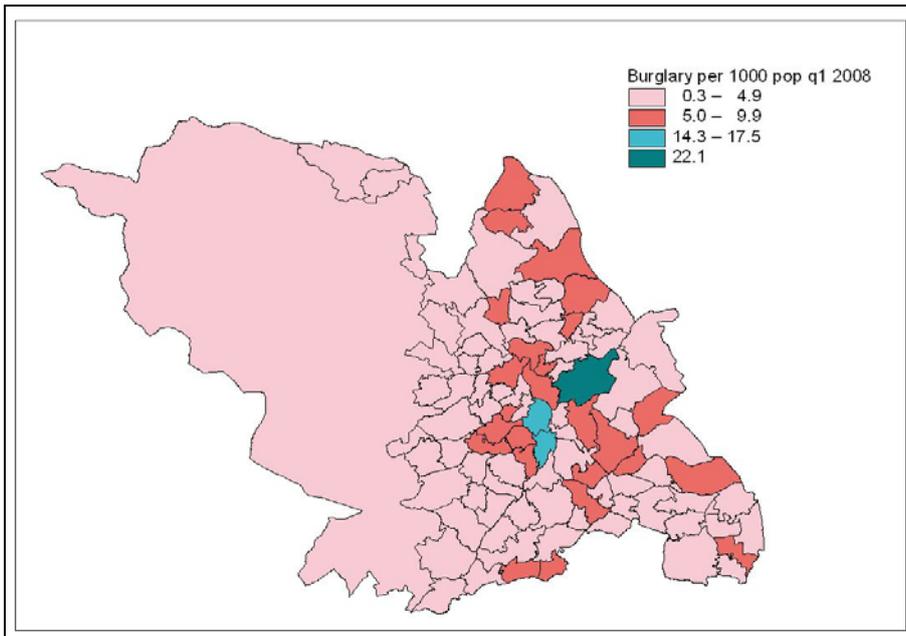


Figure 4.17: Burglary per 1000 population q1 2008

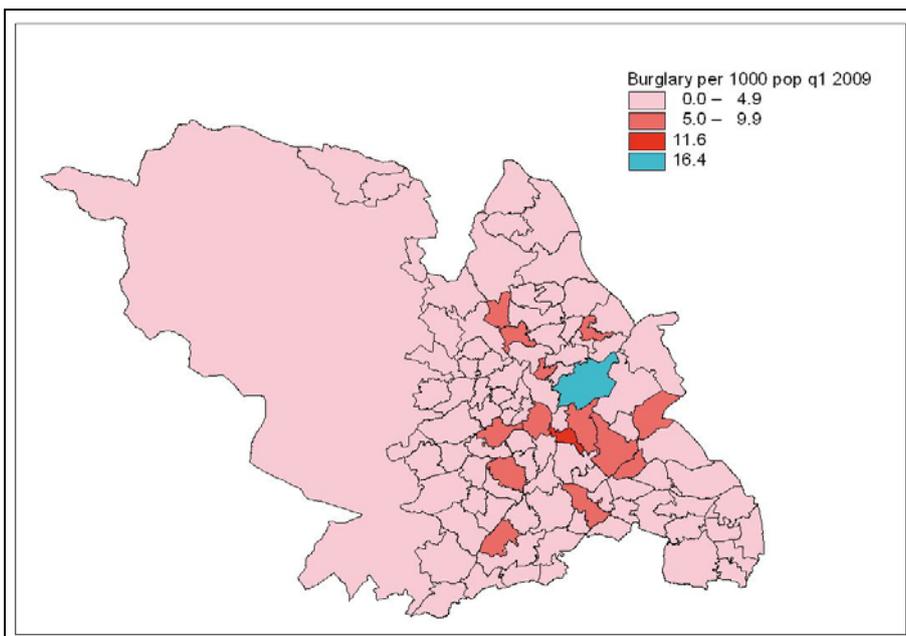


Figure 4.18: Burglary per 1000 population q1 2009

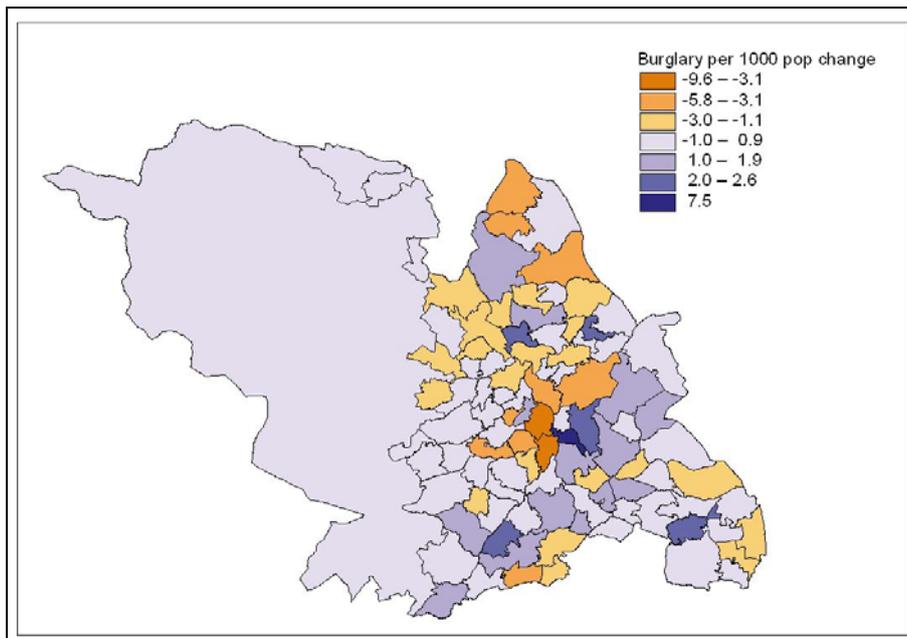


Figure 4.19: Burglary per 1000 population change 2008–2009

Constituency	Burglary per 1000 pop q1 2008	Burglary per 1000 pop q1 2009	Change
Attercliffe	3.1	2.9	-0.2
Brightside	4.0	3.5	-0.5
Central	6.0	5.1	-0.9
Hallam	3.1	2.3	-0.8
Heeley	3.7	4.0	0.3
Hillsborough	2.8	1.7	-1.1

Table 4.11: Burglary per 1000 population 2008–2009

We have not mapped other types of crime: vehicle crime, robbery, violence against the person or anti-social behaviour. The reason for this is that the data locates crimes by where they happened, while rates are calculated from the resident population. For example, the highest rate of violence against the person is in the *City Centre*, much of which can be attributed to alcohol consumption rather than any characteristics of its residents.

## Chapter 5: Health

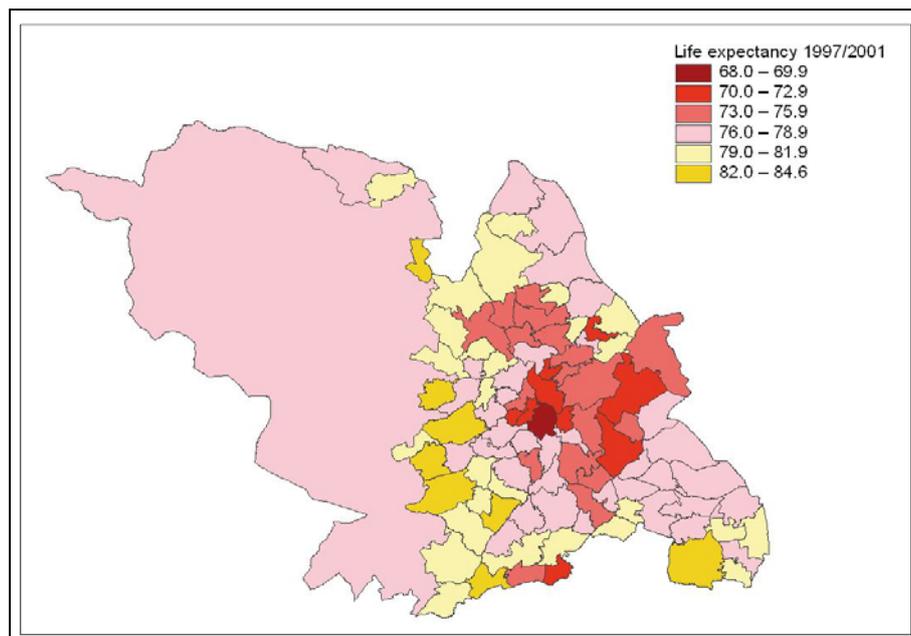
Inequalities in poverty and wealth are reflected by inequalities in birth, life and death. In this chapter we show the differences in life expectancy, low birth weight, children's dental health and death for Sheffield and how these patterns have changed over time.

- The gap between highest and lowest life expectancies for people in constituencies decreased from seven years to six years over the period 1997/2001–2002/06.
- In 1997/2001 the gap in life expectancy for Sheffield neighbourhoods was 16.6 years for all people, 16.6 years for males and 20.5 years for females. By 2002/06 the gap was 17.9 years for all people, 16.4 years for males and 19.9 years for females.
- The overall gap in life expectancy widened when comparing the worst-off and best-off neighbourhoods, from 16.6 years in 1997/2001 to 17.9 years in 2002/06. For example, in 1997/2001, people's life expectancy in *Netherthorpe* was 70.4 years and in *Ecclesall* 81.5, a gap of 11.1 years. By 2002/06, life expectancy had increased to 75.3 in *Netherthorpe* and 88.8 in *Ecclesall*, the gap having widened to 13.5 years.
- The overall gap in rates of low birth weight babies in Sheffield neighbourhoods narrowed from 16.2 per 100,000 in 1997/2001 to 10.3 per 100,000 in 2002/06.
- The gap in the average number of decayed, missing or filled teeth in children aged 5 years widened from 2.9 to 3.9 between the best and worst neighbourhoods from 1999/2000 to 2003/04.
- The ratio between the standardised mortality ratios for constituencies in Sheffield has widened from 1.68 in 1990/91 to 2.01 by 2006/07. Over this time period, the ratio for males widened from 1.70 to 2.23 and for females from 1.62 to 1.72.

### 5.1 Life expectancy at birth

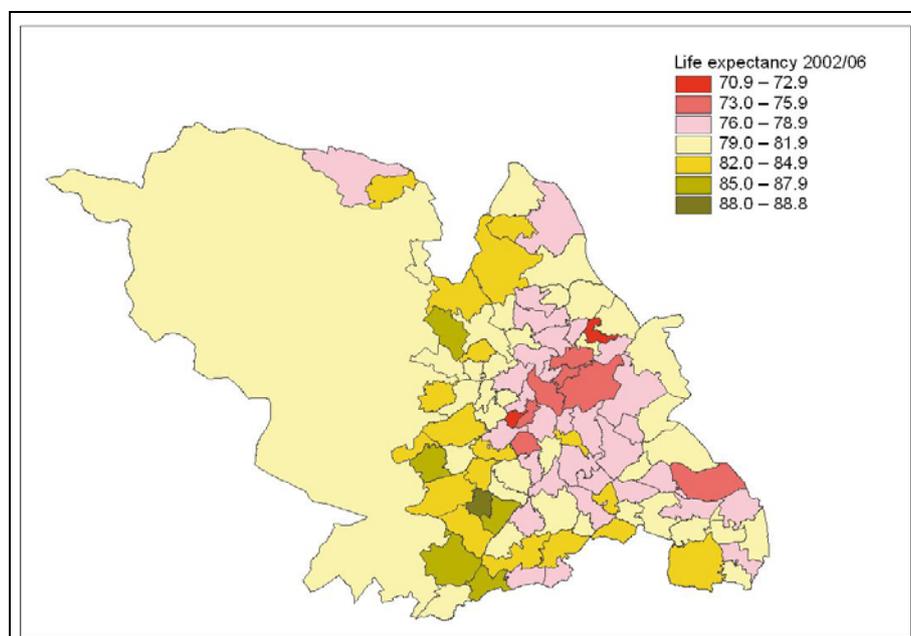
Life expectancy at birth was included in the NHS Sheffield Neighbourhood Profiles data. Data were provided for rolling four year averages from 1997/2001 to 2002/06; here we have mapped the first and last time periods. The same colour scheme is used throughout this series of life expectancy maps, enabling differences over time and between sexes to be easily ascertained.

Figure 5.1 shows life expectancy for all people for the four year period 1997/2001. At this time, the only neighbourhood with a life expectancy of under 70 was the City Centre at 68.0 years, followed by three neighbourhoods where people could expect to die below the age of 72: *Netherthorpe* (70.4), *Flower* (71.7) and *Manor* (71.7). At the other extreme, the neighbourhoods with the longest life expectancy – all over 82 – were *Fulwood* (84.6), *Millhouses* (83.2) and *Bents Green* (83.1). The gap in life expectancy between the worst and best was 16.6 years.



**Figure 5.1: Life expectancy 1997/2001, all people**

The next map, Figure 5.2, shows life expectancy at the end of the period, 2002/06. The minimum life expectancy had risen to 70.9 (in *Crookesmoor*) and the maximum to 88.8 (in *Ecclesall*). Despite both the lowest and highest life expectancies rising, the gap had widened to 17.9 years. Clearly, there has been a marked change from the reds of the early 70s to the pink of the late 70s and the yellow of the early 80s.

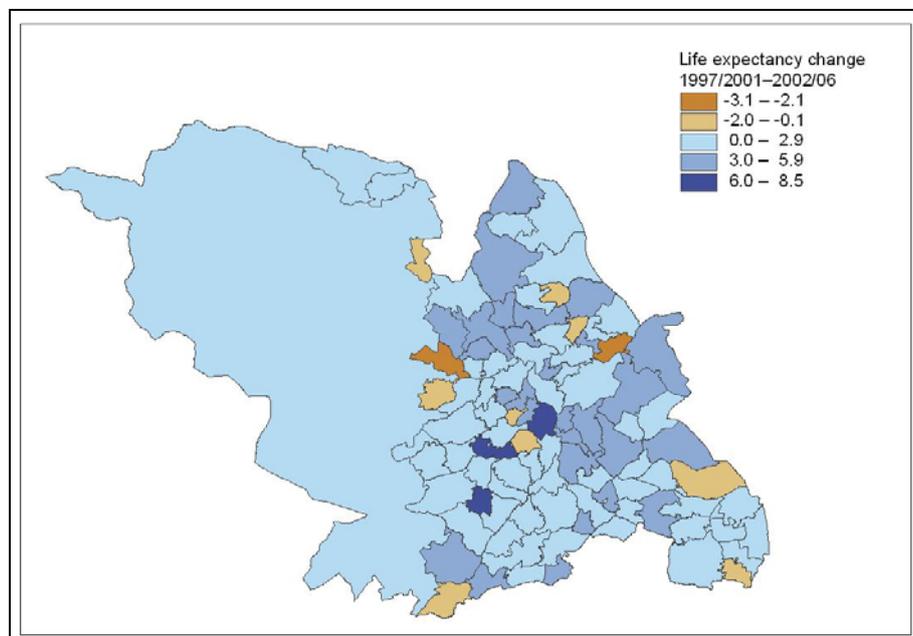


**Figure 5.2: Life expectancy 2002/06, all people**

These changes are shown in Figure 5.3. The greatest increases in life expectancy were found in *City Centre* (8.5 years), *Ecclesall* (7.3) and *Endcliffe* (7.1). There were decreases, coloured brown on the map, in *Brightside* (-3.1); *Loxley* (-2.1); *Broomhall*, *Stubbin/Brushes* and *Wharcliffe Side* (all -1.9); *Crookesmoor* (-1.4); *Halfway* (-1.0); *Colley*, *Stannington* and *Woodhouse* (all -0.2); and *Totley* (-0.1).

## Chapter 5: Health

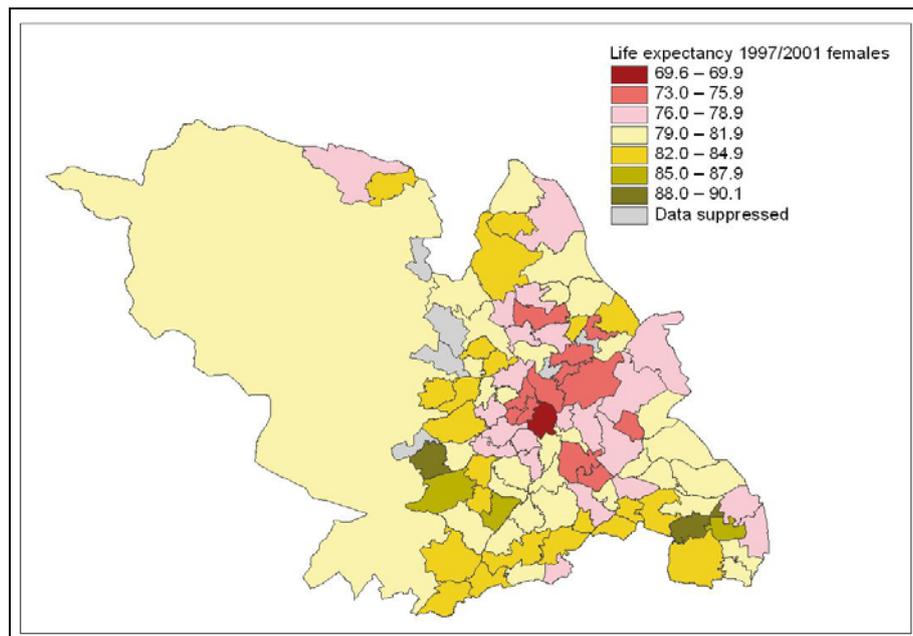
The overall gap in life expectancy widened when comparing the worst-off and best-off neighbourhoods, from 16.6 years in 1997/2001 to 17.9 years in 2002/06. For example, in 1997/200, people's life expectancy in *Netherthorpe* was 70.4 years and in *Ecclesall* 81.5, a gap of 11.1 years. By 2002/06, life expectancy had increased to 75.3 in *Netherthorpe* and 88.8 in *Ecclesall*, the gap having widened to 13.5 years.



**Figure 5.3: Change in life expectancy 1997/2001–2002/06, all people**

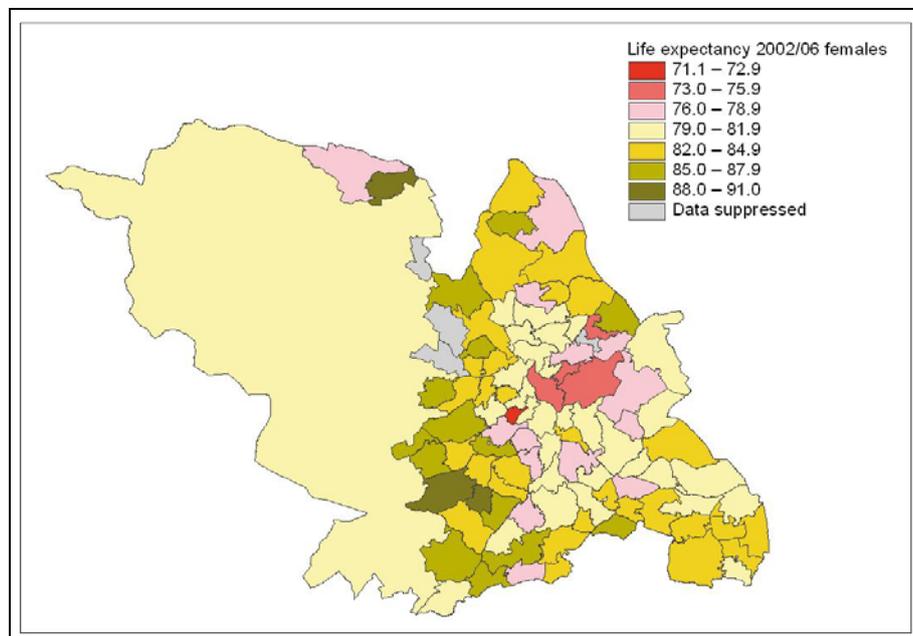
Males and females have different life expectancies, and the next series of maps presents first the same data as for all people for just females, and then for just males; the maps are in the same order as previously, that is for 1997/2001 and 2002/06, and the change from the start to the end of the period. Note that data has been suppressed in certain instances to comply with data disclosure requirements; this is indicated in grey on the maps.

Figure 5.4 shows female life expectancy for 1997/2001. At this point in time, *City Centre* was the only neighbourhood with a life expectancy below seventy, at 69.6; at the other extreme, *Owlthorpe* was the only neighbourhood with a life expectancy over ninety, at 90.1, the gap being 20.5 years. Figures for *Firshill*, *Firth Park*, *Lodge Moor*, *Loxley*, *Wharnccliffe Side* and *Worrall* were suppressed.



**Figure 5.4: Life expectancy 1997/2001, females**

By 2002/06, female life expectancy in all neighbourhoods was over 70, the lowest being 71.1 in *Crookesmoor*. Two neighbourhoods had life expectancies of over 90, *Bents Green* with 91.0 and *Ecclesall* with 90.2. This is shown in Figure 5.5 and the change from the reds of younger life expectancies to the yellows of older is clear; the gap had narrowed slightly to 19.9 years. Again some neighbourhoods had the data suppressed: *Firth Park*, *Loxley*, *Wharcliffe Side* and *Worrall*.



**Figure 5.5: Life expectancy 2002/06, females**

The overall change in female life expectancy over the time period is shown in Figure 5.6. The greatest increases, coloured dark blue, were in *City Centre* (an additional 9.8 years), *Ecclesall* (7.8), *Endcliffe* (7.4) and *Batemoor/Jordanthorpe* (6.2). Falls in life expectancy are coloured brown on the map; the largest falls of 2 years and over were in *Owlthorpe*

(-6.2 years), *Stubbin/Brushes* (-2.8), *Crookesmoor* (-2.6) and *Brightside, Lowedges and Waterthorpe* (all at -2.0 years).

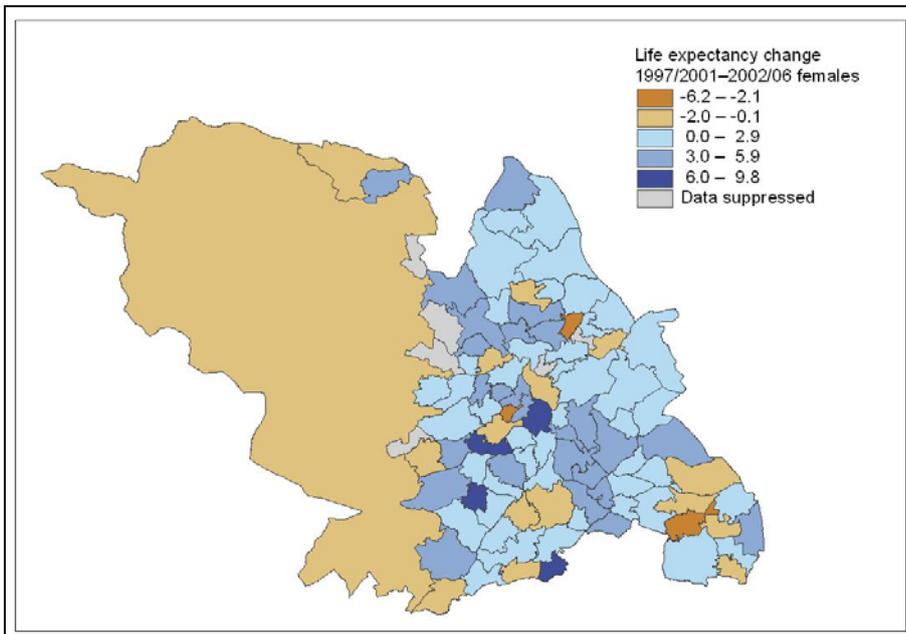


Figure 5.6: Change in life expectancy 1997/2001–2002/06, females

Figure 5.7 (supplied by Sheffield PCT) shows the gap in female life expectancy between the most deprived neighbourhood quintile and Sheffield. The red line shows the target reduction in the gap and the blue the actual reduction; it is apparent that the gap has narrowed faster than the target. The pink and yellow lines show forward projections. The latest data, published in October 2009, showed that the gap continued as before.

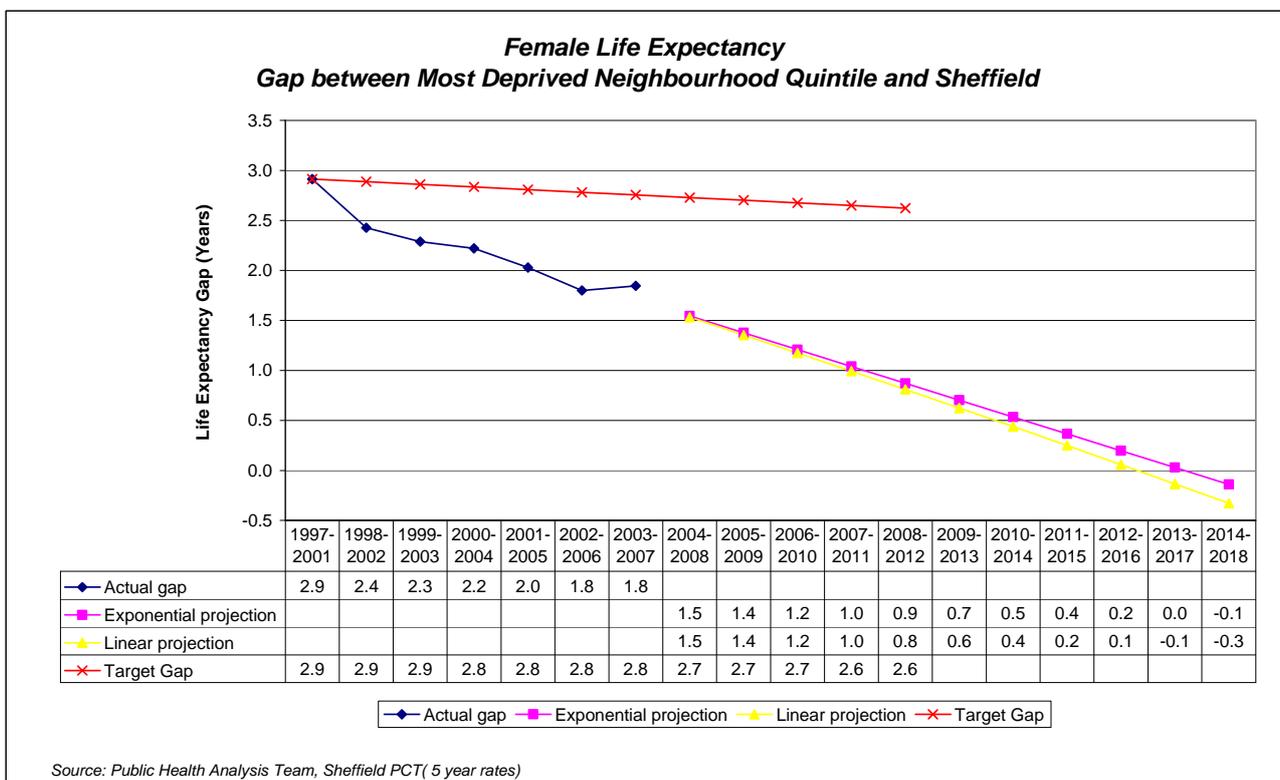
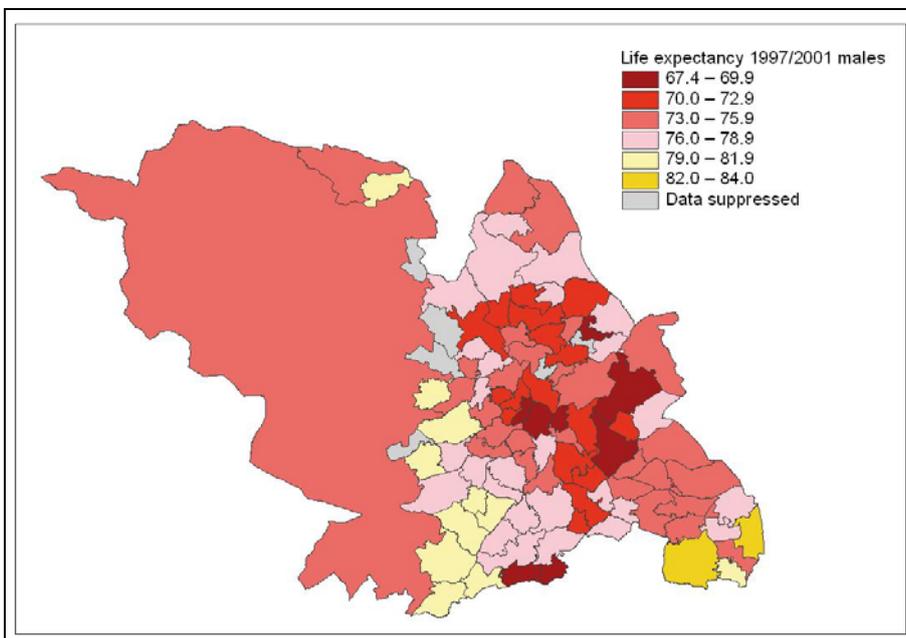


Figure 5.7: Female life expectancy gap between most deprived neighbourhood quintile and Sheffield

The next series of maps in this section are of male life expectancy, again for 1997/2001 and 2002/06, and the change from the start to the end of the period; as was the case for females, some data has been suppressed.

Figure 5.8 shows male life expectancy for the four year period 1997/2001. It is immediately apparent that male life expectancy is lower than that of females, exhibited by the preponderance of reds and pinks on the maps. At that time eight neighbourhoods had male life expectancies below the age of 70: *City Centre* and *Manor* (both 67.4), *Netherthorpe* (67.7), *Park Hill* (68.5), *Lowedges* (69.1), *Batemoor/Jordanthorpe* (69.2), *Flower* (69.3) and *Darnall* (69.4). Three neighbourhoods had male life expectancies over 81: *Mosborough* (84.0), *Sothall* (83.7) and *Stannington* (81.0). The gap between the lowest and highest life expectancies was 16.6 years. Figures for *Firshill*, *Firth Park*, *Lodge Moor*, *Loxley*, *Wharncliffe Side* and *Worrall* were suppressed.



**Figure 5.8: Life expectancy 1997/2001, males**

Male life expectancy for 2002/06 is shown in Figure 5.9. The darker reds of the younger ages have lightened to pink, and there has been an increase in the yellows of older life expectancies. No neighbourhood had a life expectancy below seventy years of age, the lowest being 70.2 years in *Flower*. The longest life expectancy of 86.6 was found in *Ecclesall*. The gap had narrowed slightly to 16.4 years. Data was suppressed for *Firshill*, *Firth Park*, *Loxley*, *Wharncliffe Side* and *Worrall*.

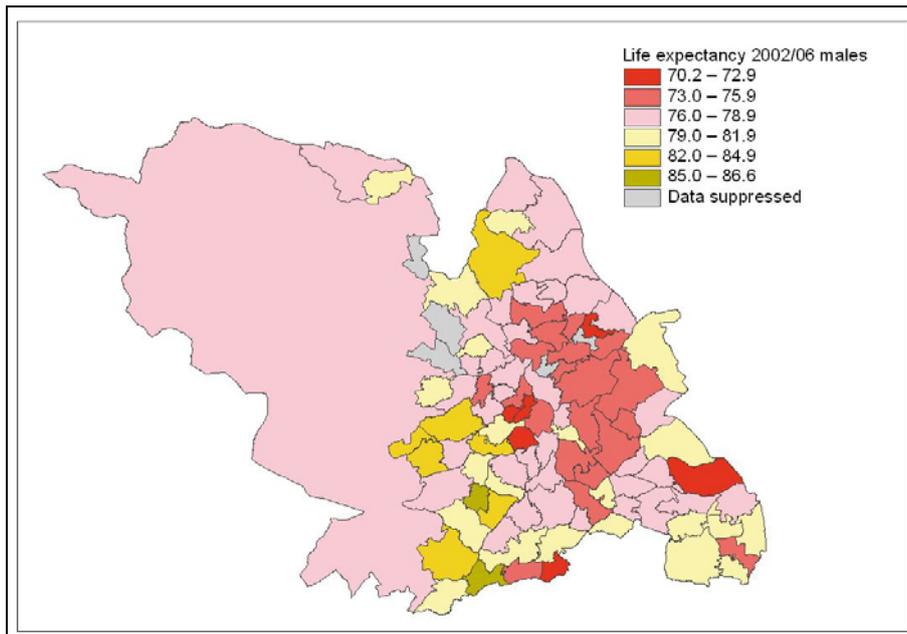


Figure 5.9: Life expectancy 2002/06, males

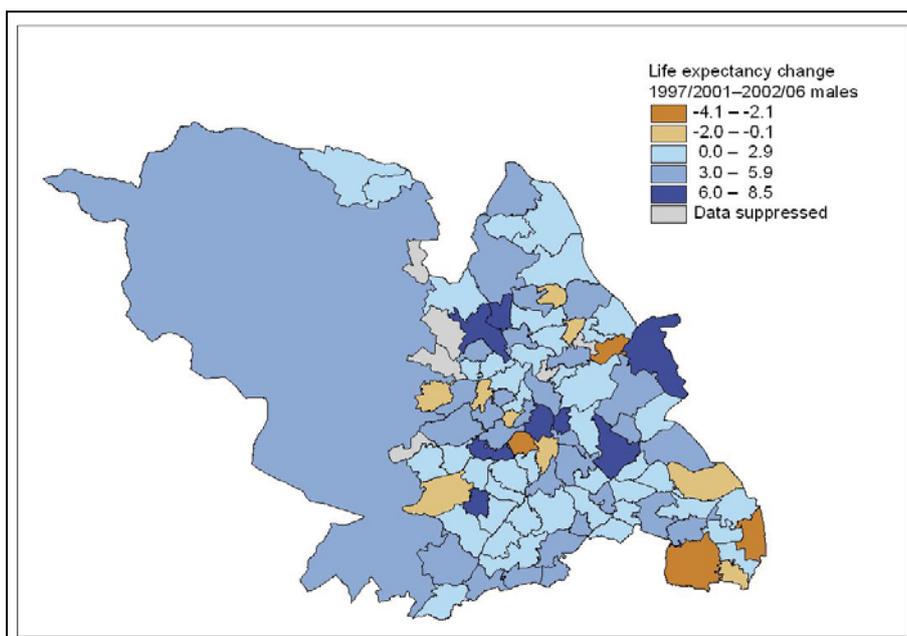
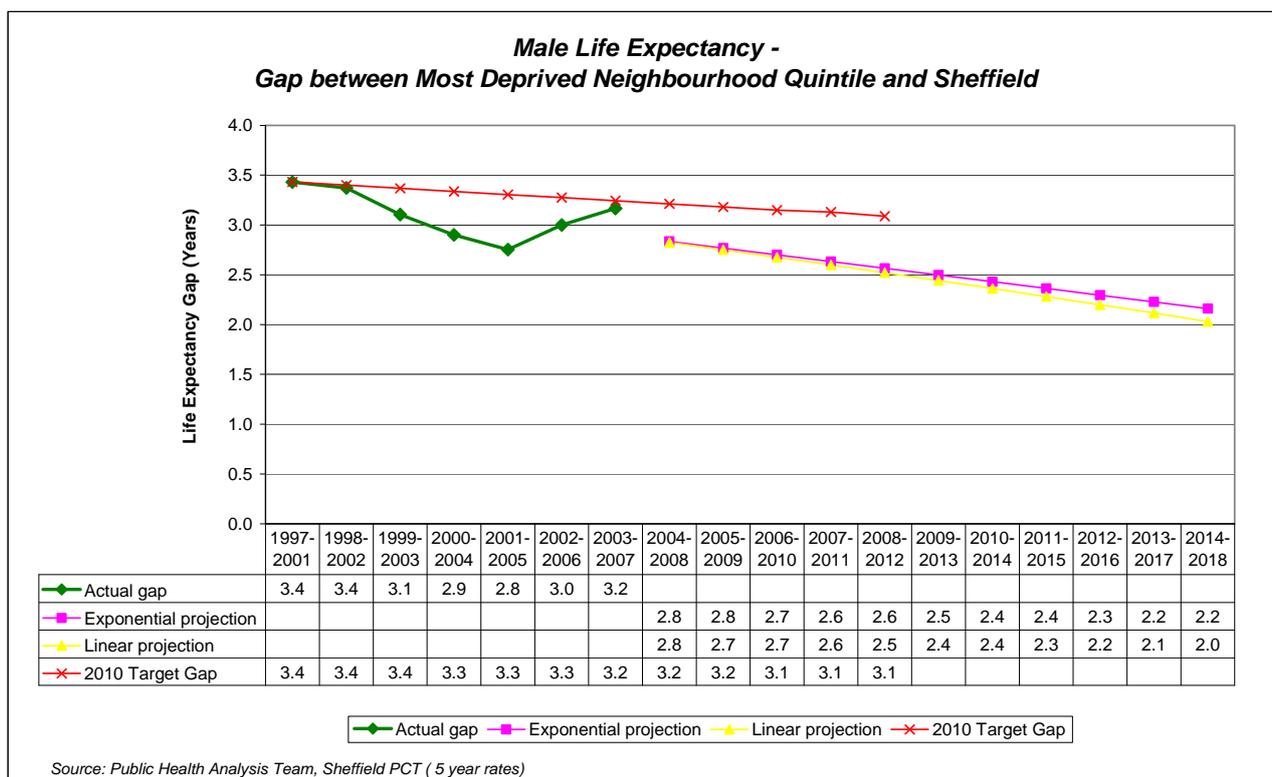


Figure 5.10: Change in life expectancy 1997/2001–2002/06, males

The change in male life expectancy is shown in Figure 5.10. The greatest increase of six years or more shown in dark blue on the map were in *Park Hill* (8.5 years), *Middlewood* (8.1), *City Centre* (7.2), *Endcliffe* (6.9), *Manor* (6.8), *Fox Hill* (6.6), *Tinsley* (6.2) and *Ecclesall* (6.0). The greatest decreases, coloured dark brown, were in *Mosborough* (-4.1 years), *Brightside* (-3.3), *Broomhall* (-3.3) and *Sothall* (-3.1).

Figure 5.11 (supplied by Sheffield PCT) shows the gap in male life expectancy between the most deprived neighbourhood quintile and Sheffield. The red line shows the target reduction in the gap and the blue the actual reduction. Up to 1998/2002 the actual gap followed the target, then the gap narrowed faster than the target aimed for until 2001/05. There was then a steep increase in the gap to 2003/07, when it was at about the target

level. The latest data, published in October 2009, showed that the gap had closed. The pink and yellow lines show forward projections.



**Figure 5.11: Male life expectancy gap between most deprived neighbourhood quintile and Sheffield**

Table 5.1 shows life expectancy by parliamentary constituency. Sheffield neighbourhoods were aggregated on a best fit basis to the relevant constituency. This aggregation could only be undertaken for all people, as the suppressed data for males and females individually meant that it was impossible to do this for the individual sexes. In 1997/2001 *Central* had the lowest life expectancy of 74 years, and *Hallam* the highest at 81, the gap being 7 years. These two constituencies were still at the extremes by 2002/06, with *Central* having increased to 77 and *Hallam* to 83, the gap having decreased to 6 years; these two constituencies showed the greatest increase.

Constituency	1997/2001	2002/06	Change
Attercliffe	78	80	2
Brightside	76	78	2
Central	74	77	3
Hallam	81	83	3
Heeley	77	79	2
Hillsborough	79	81	2

**Table 5.1: Life expectancy for all people by constituency**

The North East Community Assembly supplied life expectancy data for the four-year period 2003/07 for Sheffield neighbourhoods in the South West, North East and Northern Community Assembly areas and this is presented in Table 5.2. The numbers in red are where life expectancy is below the Sheffield average. Many of the neighbourhoods in the North East Assembly have lower than average life expectancies, with men's life expectancy in *Flower* not even reaching seventy.

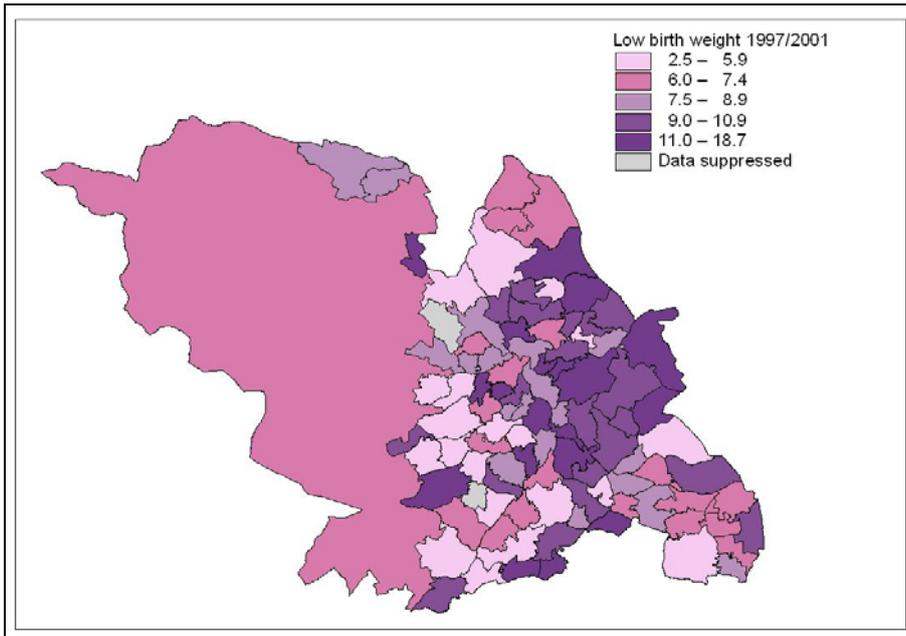
Region	men	women	Region	men	women	Region	men	women
Sheffield	77	81	Sheffield	77	81	Sheffield	77	81
<b>South West</b>			<b>North East</b>			<b>Northern</b>		
Bents Green	81	89	Abbeyfield	75	76	Burncross	80	86
Bradway	84	87	Brightside	76	78	Chapelton	77	78
Crookes	79	80	Burngreave	74	77	Colley	77	82
Crosspool	82	86	Fir Vale	75	78	Deepcar	81	87
Dore	84	87	Firshill	n/a	79	Ecclesfield	77	84
Ecclesall	89	88	Firth Park	n/a	n/a	Grenoside	83	85
Fulwood	84	89	Flower	68	75	High Green	80	85
Greystones	81	85	Fox Hill	79	80	Loxley	n/a	n/a
Lodge Moor	89	87	Longley	74	82	Oughtibridge	80	85
Millhouses	83	89	New Parson Cross	77	78	Rural Area	79	81
Ranmoor	79	81	Old Parson Cross	74	80	Stannington	80	86
Totley	81	81	Shirecliffe	76	83	Stocksbridge	77	78
Whirlow / Abbeydale	82	84	Shiregreen	77	81	Wharncliffe Side	n/a	n/a
			Southey Green	77	81	Woodland View	80	85
			Stubbin / Brushes	75	79	Worrall	n/a	n/a
			Wincobank	78	84			
			Woodside	77	76			

Table 5.2: Life expectancy 2003/07

## 5.2 Low birth weight

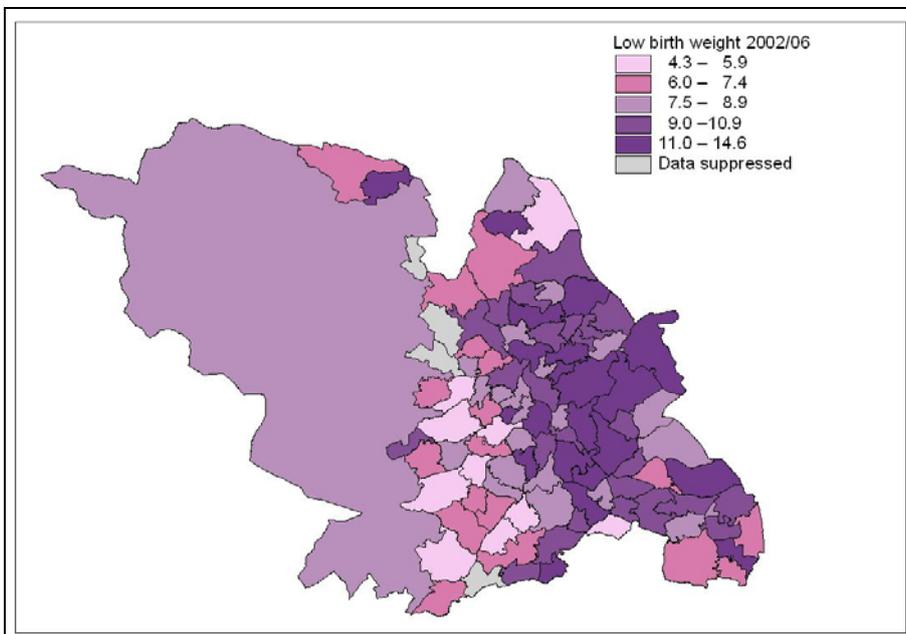
The definition of low birth weight is a birth weight of below 2,500g (5lb 8oz). Factors that may cause a low birth weight include premature birth, growth retardation in the womb, multiple pregnancies, and the mother's illness, malnutrition and smoking. Babies with a low birth weight may need medical intervention at birth and may not thrive as well as other babies; further, low birth weight is associated with cerebral palsy. Because the rates of low weight births in Britain are generally so low, they are reported per 1,000 live births (rather than as percentages). Note that data has been suppressed in certain neighbourhoods to maintain confidentiality; such neighbourhoods are shaded grey. The data were included in the NHS Sheffield Neighbourhood Profiles data

Figure 5.12 shows the rate of low birth weight babies per 1,000 live births for the four-year period 1997/2001. The neighbourhoods with the lowest rates were *Woodland View* (2.5 per 1,000), *Ranmoor* (3.2) and *Fulwood* and *Greystones* (both 3.8). At the other extreme were *Bents Green* (18.7), *Abbeyfield* (15.5), *Wharncliffe Side* (14.5) and *Housteads* (14.3). Data for *Ecclesall* and *Worrall* were suppressed.



**Figure 5.12: Low birth weight per 1,000 live births 1997/2001**

Figure 5.13 shows low birth weight rates for the time period 2002/06. It is very similar in appearance to that for 1997/2001. The lowest rates were found in *Dore* (4.3), *Crosspool* (4.7) and *Beauchief* (4.9) and the highest in *Crookesmoor* (14.6), *Norfolk Park* (14.3) and *Tinsley* (14.2). Rates were suppressed for *Bradway*, *Loxley*, *Wharncliffe Side* and *Worrall*.



**Figure 5.13: Low birth weight per 1,000 live births 2002/06**

The map of change is shown in Figure 5.14. This is a somewhat disappointing map. Twenty nine neighbourhoods had essentially no change (i.e. between plus and minus 1, coloured yellow on the map), forty six neighbourhoods a worsening greater than 1 and twenty an improvement greater than 1; five neighbourhoods had their data suppressed. The greatest improvements were seen in *Bents Green* (-13.3), *Housteads* (-6.2), *Charnock*

(-5.4) and *Walkley Bank* (-5.1) while the neighbourhoods where the increases in the rates were highest were *Westfield* (7.0), *Crookesmoor* (6.3), *Ranmoor* (5.4) and *Firth Park* (4.8).

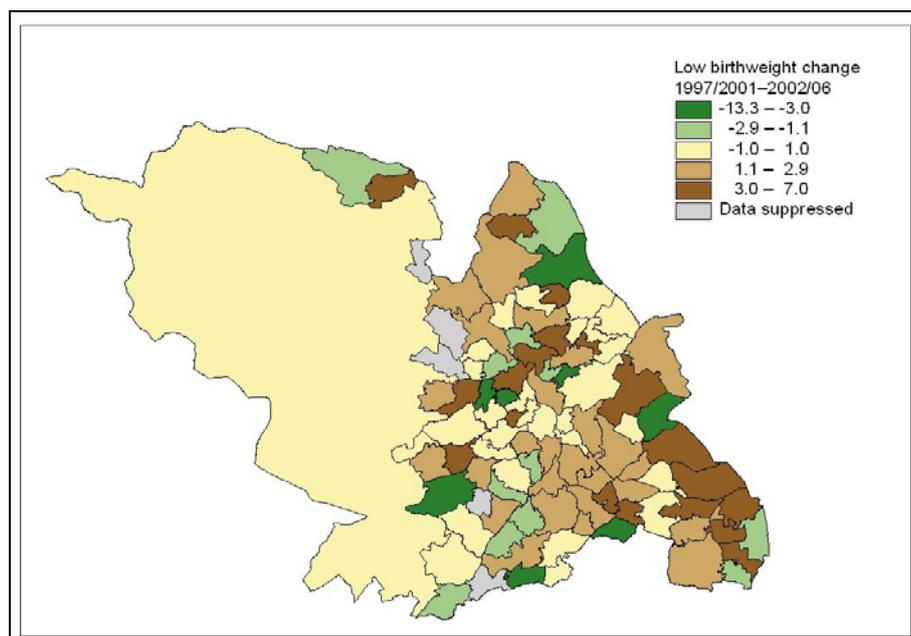
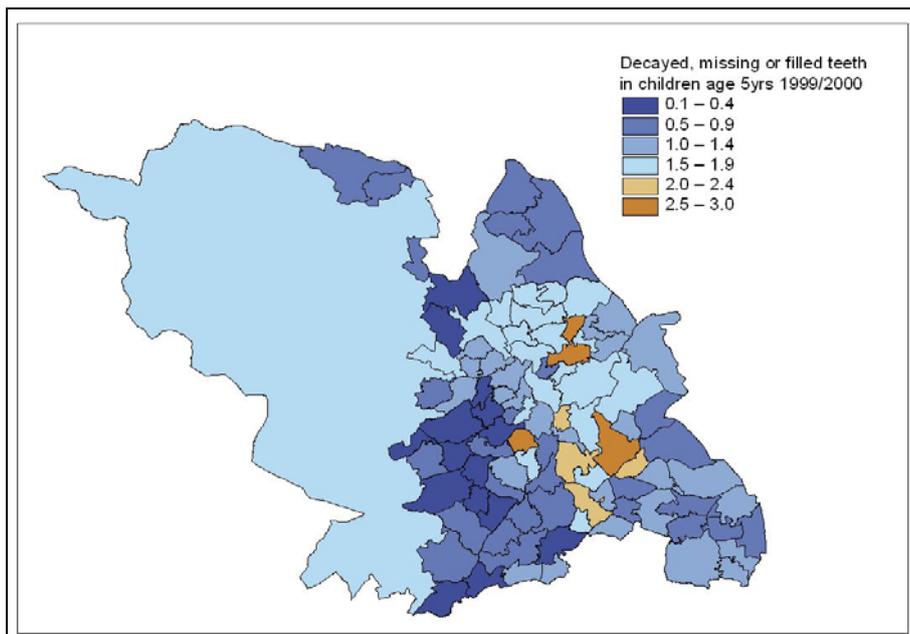


Figure 5.14: Change in low birth weight per 1,000 live births, 1997/2001–2002/06

### 5.3 Children's dental health

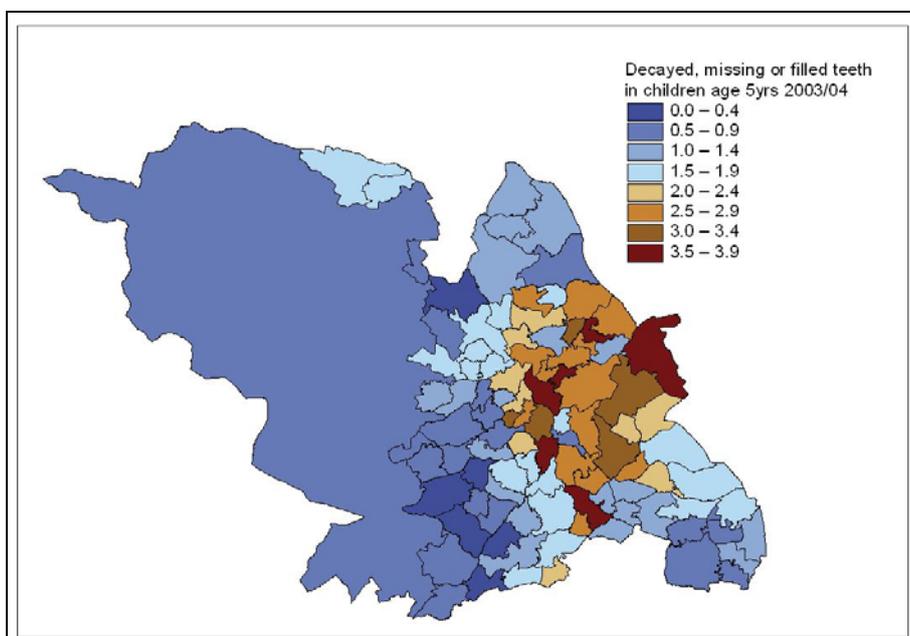
Dental health is also linked to deprivation. Poor dental health caused by inadequate oral hygiene, poor diet and overconsumption of snacks, sweets and soft drinks is exacerbated by non-attendance at dentists. In some areas the lack of dentists offering NHS treatment is a further exacerbating factor: families living in poverty are unable to afford private dental treatment, and dental problems are left until they become a hospital emergency.

We have mapped data from NHS Sheffield of the average number of decayed, missing or filled teeth in children aged 5 years in 1999/2000, 2000/01 and 2003/04 and the change in the intervening period. Figure 5.15 shows the average number of decayed, missing or filled teeth in five-year old children for the period 1999/2000. The best children's dental health was found in *Ecclesall*, *Lodge Moor* and *Ranmoor*, each with an average of 0.1; the worst was found in *Stubbin/Brushes* (3.0), *Fir Vale* (2.7) and *Manor* (2.6).



**Figure 5.15: Average number of decayed, missing or filled teeth in children aged 5yrs 1999/2000**

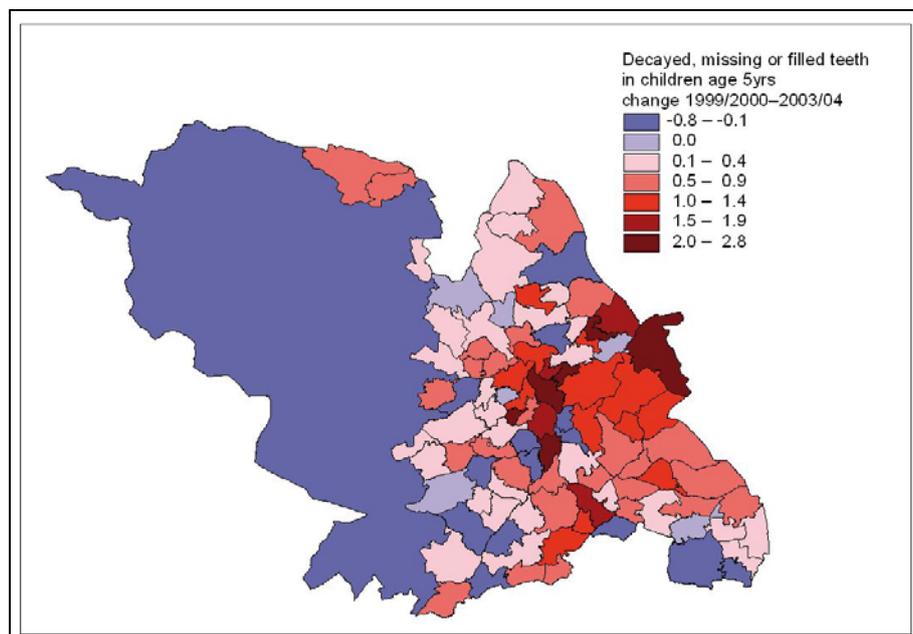
The next map, Figure 5.16, shows the situation in 2003/04 and uses the same colour scheme as Figure 5.15. This is an appalling map: the number of neighbourhoods where children have an average of two or more damaged teeth has risen from eight to 34. Sheffield Council's fluoridated milk scheme in primary schools is probably too late an intervention. The best neighbourhoods are *Bradway* (0.0) and *Oughtibridge* (0.2) and the worst *Abbeyfield* (3.9), *Woodside* (3.8) and *Gleadless Valley* (3.7).



**Figure 5.16: Average number of decayed, missing or filled teeth in children aged 5yrs 2003/04**

The map of change is shown in Figure 5.17. Fifteen neighbourhoods saw an improvement and six had no change while the vast majority – seventy nine – showed a deterioration.

The most improvement was found in *Longley*, *Mosborough* and *Rural Area* (all -0.8); the worst deterioration of over two was found in *Highfield* (2.8), *Crookesmoor* (2.6), *Tinsley* (2.5), *Abbeyfield* (2.4), *Flower* (2.2) and *Woodside* (2.1).



**Figure 5.17: Change in average number of decayed, missing or filled teeth in children aged 5yrs, 1999/2000–2003/04**

## 5.4 Standardised mortality ratios

The final measure of health inequalities in Sheffield that we consider here are standardised mortality ratios (SMRs): that is, inequality in death. We cannot just use crude death rates to explain patterns of mortality as different areas have different age-sex population structures. Therefore we use indirect age-sex standardised mortality ratios (SMRs).

$$SMR = \frac{\text{Observed deaths in area}}{\text{Expected deaths in area}} * 100$$

The age-sex specific rates were calculated for the population of Britain. These rates were then applied to each age-sex band for Sheffield constituencies to calculate the expected number of deaths. The actual number of deaths were then divided by the expected number of deaths and multiplied by 100 to give the indirect SMR. An SMR of 100 means there is no difference between the expected and observed number of deaths. An SMR over 100 means that mortality is higher – for example an SMR of 130 means that mortality is 30% higher than that of the general population, while an SMR below 100 means that mortality in that neighbourhood is lower than average.

Table 5.3 shows SMRs for all people below the age of 75 Sheffield constituencies for two-year periods from 1990 to 2007. Two-year periods were used in order to smooth out any fluctuations that might occur, for example of excess winter deaths due to a particularly cold winter. *Hallam* consistently has the lowest SMRs, well below the national average. In

## Chapter 5: Health

contrast, *Central* has the highest SMRs in all but two of the time periods, 1990/91 and 2004/05 when *Brightside* did. The final row shows the ratio between the worst and best SMRs for each time period. This is a measure of the inequalities in death. From a start of 1.68, the ratio fell slightly, and then rose until 1996/97; this was followed by a slight decrease in 1998/99 before rising to its maximum of 2.08 in 2000/01. There was then some improvement until the final time period of the series, 2006/07 when the ratio rose to 2.01, the second highest level since 1990. This means that by the end of the period, the rate in *Central* was twice that of *Hallam*.

Table 5.4 and Table 5.5 show the same data but for females and males respectively. The patterns are similar, with *Hallam* doing best and *Central* and *Brightside* worst. The ratio for males has seen an almost continuous rise to 2.23.

SMR 0–74 People	SMR 90/91	SMR 92/93	SMR 94/95	SMR 96/97	SMR 98/99	SMR 00/01	SMR 02/03	SMR 04/05	SMR 06/07
Attercliffe	105	113	102	108	99	102	98	103	100
Brightside	126	122	120	126	120	124	121	130	122
Central	124	130	126	135	131	132	123	127	132
Hallam	75	79	74	74	75	64	64	68	66
Heeley	101	105	104	103	112	103	100	103	110
Hillsborough	98	92	88	93	85	93	93	87	85
Ratio	1.68	1.65	1.70	1.83	1.76	2.08	1.92	1.92	2.01

**Table 5.3: Standardised mortality ratio 1990/91 to 2006/07 for all people aged 0–74**

SMR 0–74 Females	SMR 90/91	SMR 92/93	SMR 94/95	SMR 96/97	SMR 98/99	SMR 00/01	SMR 02/03	SMR 04/05	SMR 06/07
Attercliffe	106	117	105	114	101	97	95	110	100
Brightside	132	116	118	127	102	122	130	120	119
Central	130	120	118	133	128	137	127	121	123
Hallam	81	78	79	74	72	62	69	78	72
Heeley	102	95	103	103	113	103	92	106	111
Hillsborough	103	87	87	97	85	94	96	88	86
Ratio	1.62	1.55	1.50	1.79	1.79	2.20	1.90	1.56	1.72

**Table 5.4: Standardised mortality ratio 1990/91 to 2006/07 for females aged 0–74**

SMR 0–74 Males	SMR 90/91	SMR 92/93	SMR 94/95	SMR 96/97	SMR 98/99	SMR 00/01	SMR 02/03	SMR 04/05	SMR 06/07
Attercliffe	109	110	100	105	97	106	101	98	101
Brightside	125	126	121	125	133	125	115	136	124
Central	123	136	131	137	133	130	121	131	137
Hallam	73	80	71	74	77	65	61	60	61
Heeley	100	112	104	102	112	103	105	101	109
Hillsborough	102	96	89	90	85	93	91	87	84
Ratio	1.70	1.71	1.85	1.85	1.73	2.01	1.98	2.26	2.23

**Table 5.5: Standardised mortality ratio 1990/91 to 2006/07 for males aged 0–74**

Finally, Table 5.6 shows the standardised mortality ratio for people age under the age of 65 back to 1969. Note that there is a gap in the mid to late seventies due to gaps in official data. The geography used is also different, being Sheffield County Borough, with other

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West Riding County Boroughs and the urban and rural remainder of the West Riding (the 1950s administrative geography) included. As before, the rates were calculated for all of Britain and each area's age-sex specific rate calculated. Throughout the period, Sheffield had lower SMRs than the other West Riding cities. In the late sixties/early seventies, Sheffield had an SMR slightly below the national average while the remainder of West Riding Urban had a slightly higher SMR. By the end of the period they had switched, with Sheffield being worse than the national average and the urban remainder of West Riding slightly better.

Borough	SMR 69/73	SMR 81/85	SMR 86/89	SMR 90/92	SMR 93/95	SMR 96/98	SMR 99/01	SMR 02/04	SMR 05/07
Sheffield	<b>97</b>	<b>103</b>	<b>107</b>	<b>104</b>	<b>105</b>	<b>105</b>	<b>106</b>	<b>104</b>	<b>107</b>
Barnsley	108	106	112	122	<b><i>128</i></b>	127	123	133	129
Bradford	120	116	117	<b><i>130</i></b>	126	132	131	124	123
Dewsbury	122	120	110	120	106	126	118	133	121
Doncaster	104	107	111	114	111	111	128	123	124
Halifax	<b><i>130</i></b>	121	<b><i>123</i></b>	126	120	114	114	119	113
Huddersfield	110	110	112	118	120	123	132	137	136
Leeds	103	108	<b>107</b>	116	113	115	117	113	114
Rotherham	106	109	109	111	112	105	106	124	123
Wakefield	123	<b><i>127</i></b>	114	122	120	<b><i>144</i></b>	<b><i>175</i></b>	<b><i>167</i></b>	<b><i>148</i></b>
West Riding Urban Remainder	103	105	104	99	97	96	95	97	99
West Riding Rural	96	97	97	91	89	86	82	80	82

Note: the lowest SMR (for named boroughs) is shown in bold, the highest in bold italic

**Table 5.6: Standardised mortality ratio 1969/73 to 2005/07 for all people aged 0–64**

### 5.5 GP practices

Data on the location of GP practices for 2006 was obtained from the ONS Neighbourhood Statistics website. The data is mapped in Figure 5.18 and on a cartogram (see the Introduction for an explanation of cartograms) in Figure 5.19. The latter is the better method of mapping in this instance, as the GP practices are shown in relation to the numbers of people living locally and the cartogram shows a fairly even spread of GP practices. In contrast, the conventional map gives a somewhat misleading picture of GP provision.

Table 5.7 shows the number of GP practices, the number of GPs in those practices, and the average number of GPs per practice for constituencies. The higher figures for *Central* are possibly due to medical provision for the student population.

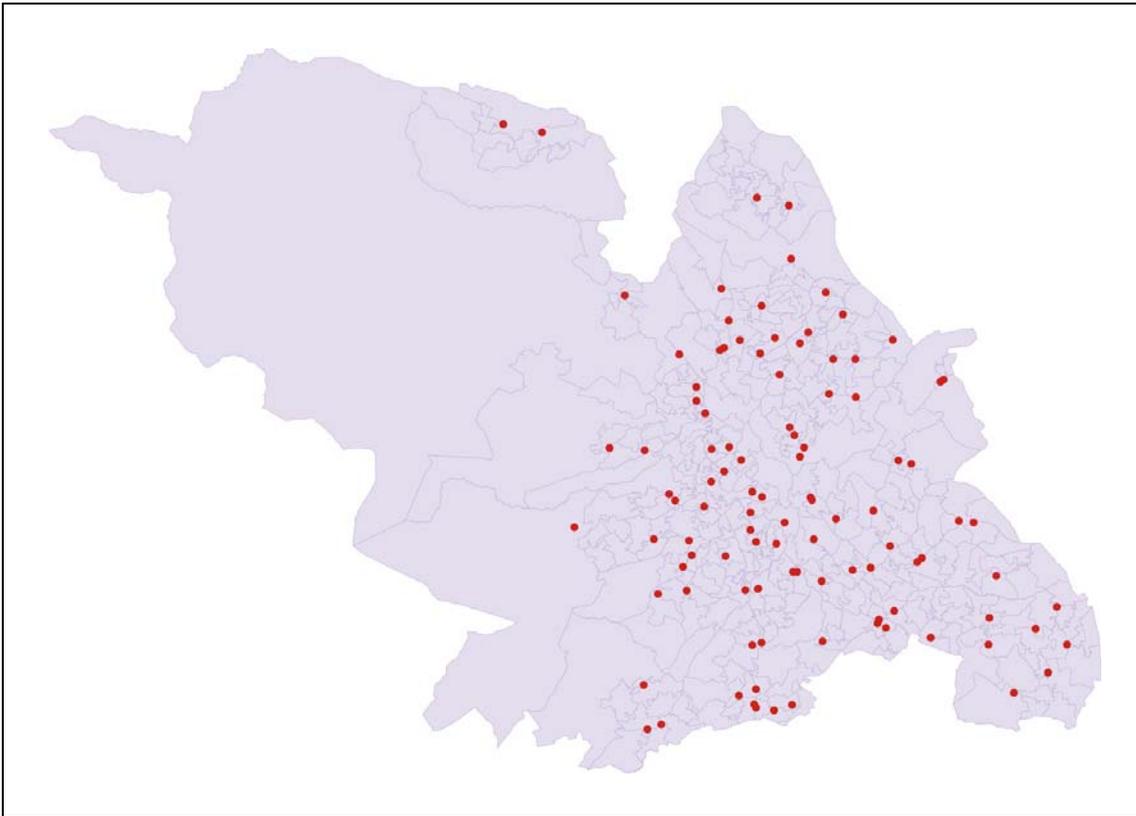


Figure 5.18: Location of GP practices in Sheffield, 2006

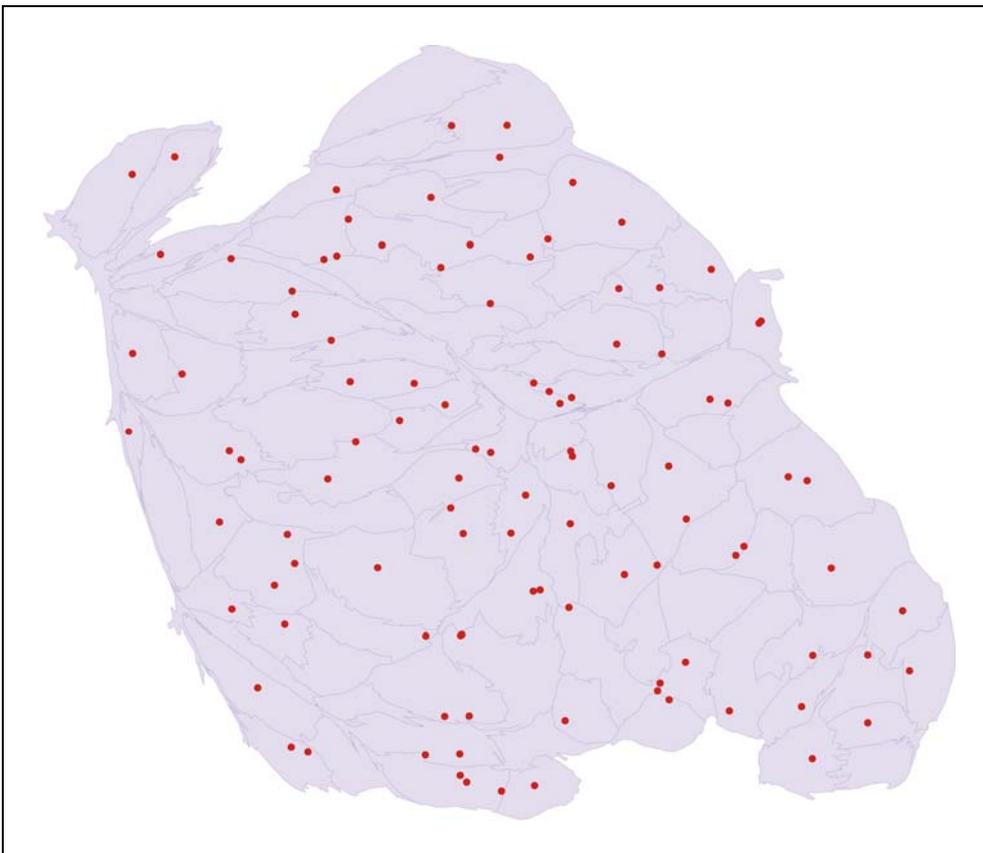
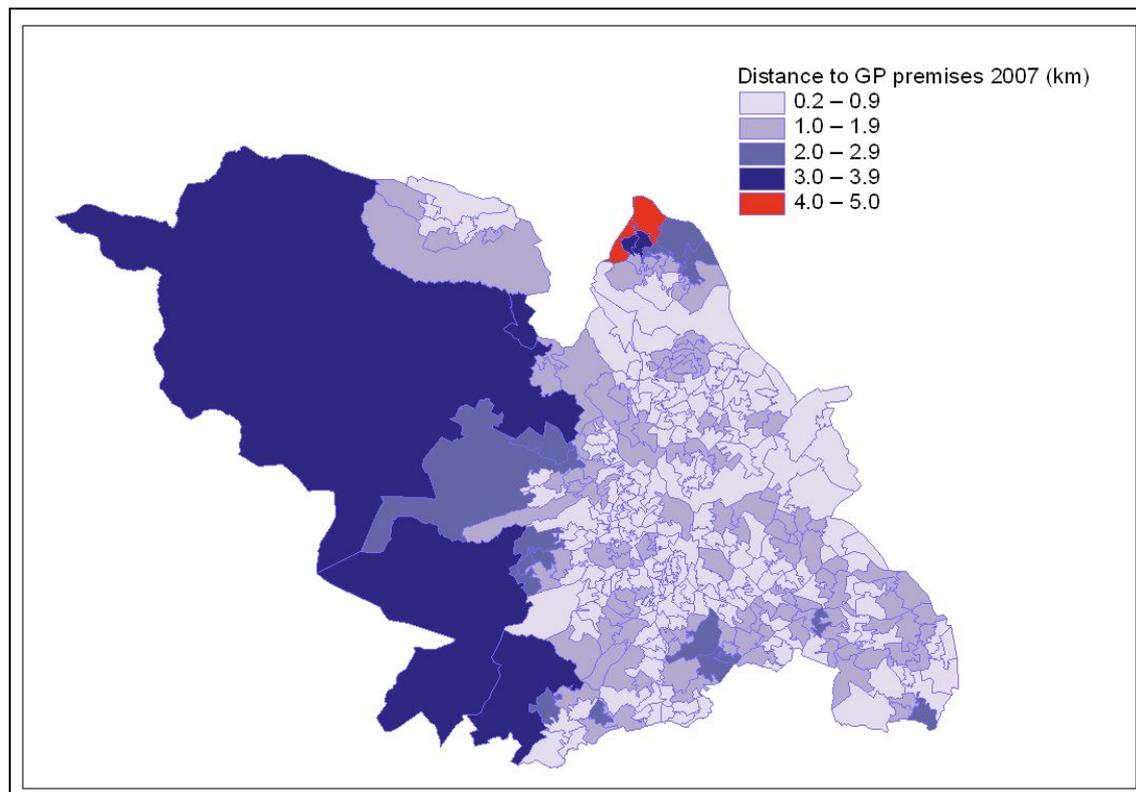


Figure 5.19: Cartogram of location of GP practices in Sheffield, 2006

Constituency	GP Practices 2006	GPs	GP per practice
Attercliffe	17	56	3.3
Brightside	16	54	3.4
Central	21	83	3.9
Hallam	15	44	2.9
Heeley	21	68	3.2
Hillsborough	15	58	3.8

**Table 5.7: GP practices in Sheffield constituencies, 2006**

One of the domains of the 2007 Index of Multiple Deprivation is the *Barriers to Housing and Services* Domain. One of the underlying indicators of this domain is *Road distance to a GP surgery* and the data are available at Lower Super Output Areas (LSOAs). We have mapped this here, both on a conventional map (Figure 5.20) and a cartogram (Figure 5.21). In only two LSOAs in the *High Green* neighbourhood, is the average distance from a GP more than 4 miles; an average distance of 3.0–3.9km is found also found in this neighbourhood, and also in the *Rural Area*. In 315 out of 339 LSOAs, the average distance to a GP is below 2km. The cartogram makes the picture much clearer:



**Figure 5.20: Population weighted average road distance (km) to GP premises**

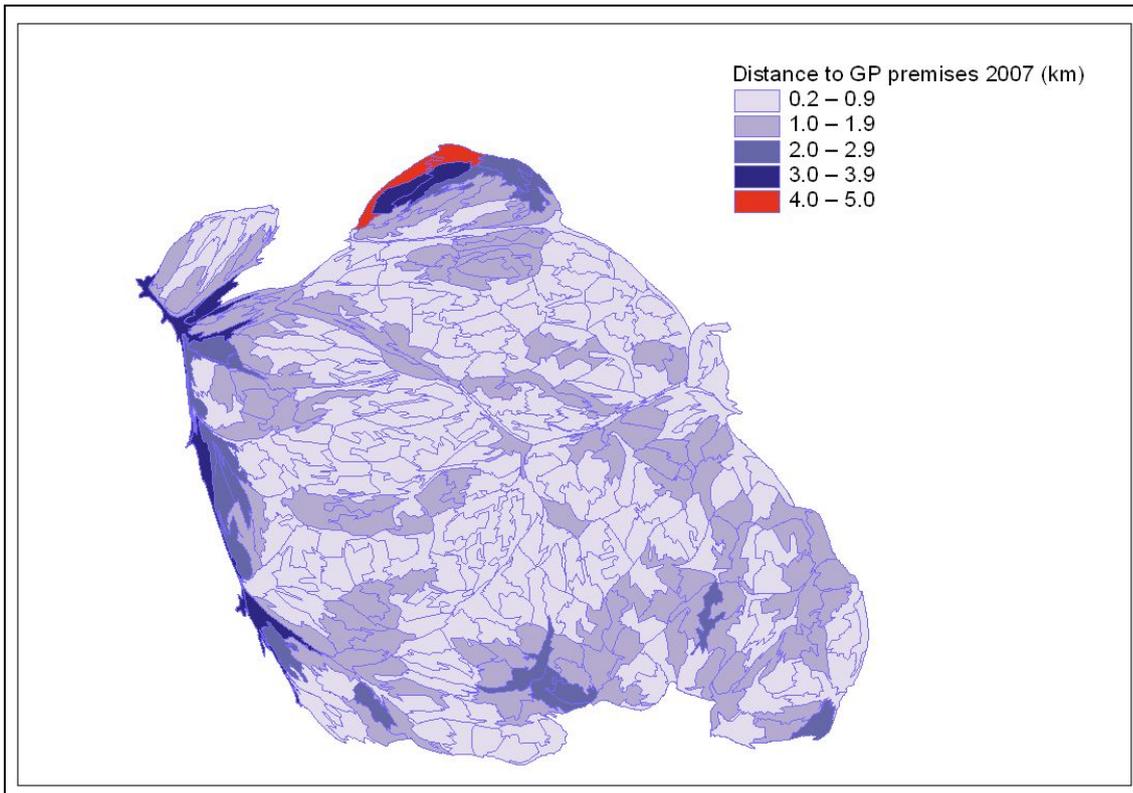


Figure 5.21: Cartogram of population weighted average road distance (km) to GP premises

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- For the period 2005–2007, *Shiregreen* had the highest number of road traffic accident casualties (125) while two neighbourhoods, *Crookesmoor* and *Worrall* had fewer than six.
- The geographical pattern of fewer road traffic casualties in the west of Sheffield and more in the east is apparent however the data is counted: by sex or by different age bands. *Old Parson Cross*, *Shiregreen* and *Woodhouse* have the highest numbers.
- By constituency, *Hallam* consistently has the fewest casualties and *Brightside* the most.
- Deaths due to road traffic accidents comprise 5.09% of all deaths of 0–14 year-olds and 18.75% of all deaths of 15–24 year olds for Sheffield as a whole.
- Apart from *City Centre* and *Broomhall* the most common method of travel to work is by car.

### 6.1 Road traffic casualties

Data on road traffic casualties was supplied by Sheffield City Council for the period February 2005 to November 2007. The postcode of residence of the killed or injured person was included and geo-referenced to Sheffield neighbourhoods. Numbers below six have been suppressed and such neighbourhoods are coloured grey on the maps. We have also included tables of constituency casualties.

Figure 6.1 shows all road traffic casualties in Sheffield neighbourhoods 2005–2007. The neighbourhoods where most residents were injured in road traffic accidents were *Shiregreen* (125), *Woodhouse* (99) and *Old Parson Cross* (82). The neighbourhoods with the fewest casualties were *Whirlow/Abbeydale* (6), *Wharncliffe Side* (6) and *Bents Green* (8). Two neighbourhoods, *Crookesmoor* and *Worrall* had their data suppressed.

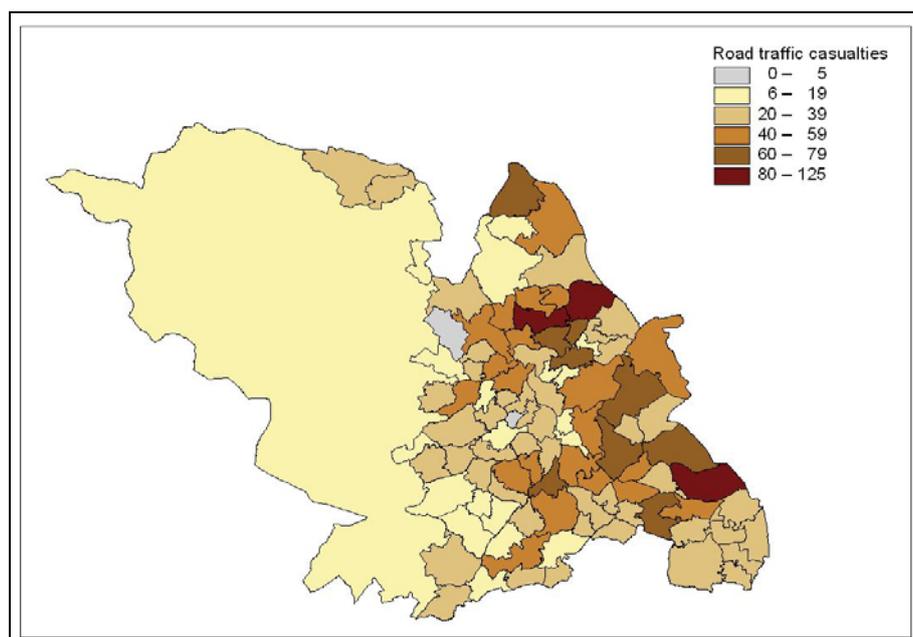


Figure 6.1: Road traffic casualties 2005–2007

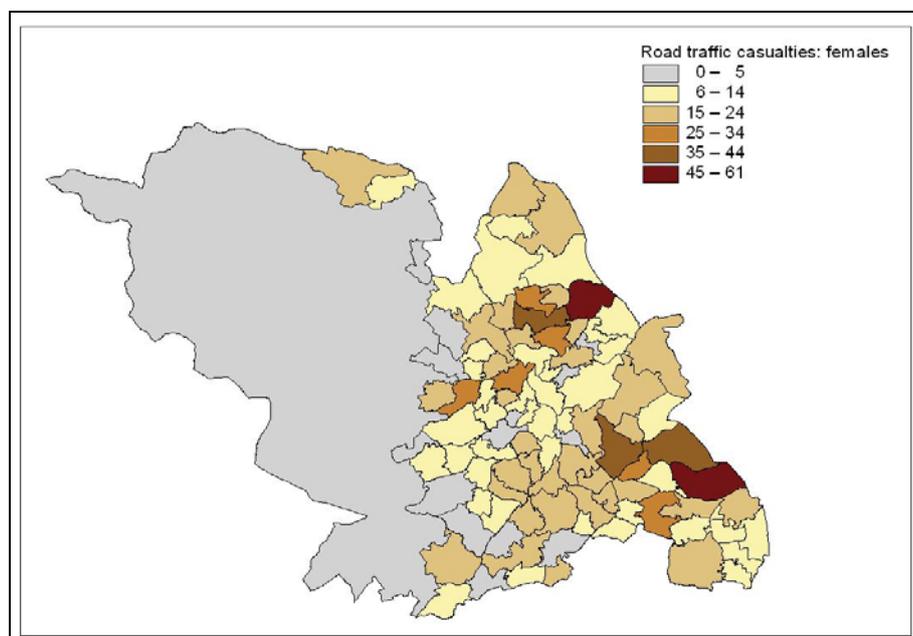
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Table 6.1 shows the same data as Figure 6.1 but for constituencies. *Hallam* has noticeably fewer road traffic casualties (294) than the other constituencies in Sheffield, with *Brightside* the most (716).

Constituency	Number of casualties
Attercliffe	667
Brightside	716
Central	650
Hallam	294
Heeley	553
Hillsborough	578

**Table 6.1: Road traffic casualties 2005–2007**

Figure 6.2 shows female road traffic casualties and Figure 6.3 male. As would be expected, the numbers are higher for males than for females. For both sexes, the highest numbers of casualties were living in *Shiregreen* (61 females and 64 males) and *Woodhouse* (45 females and 54 males).

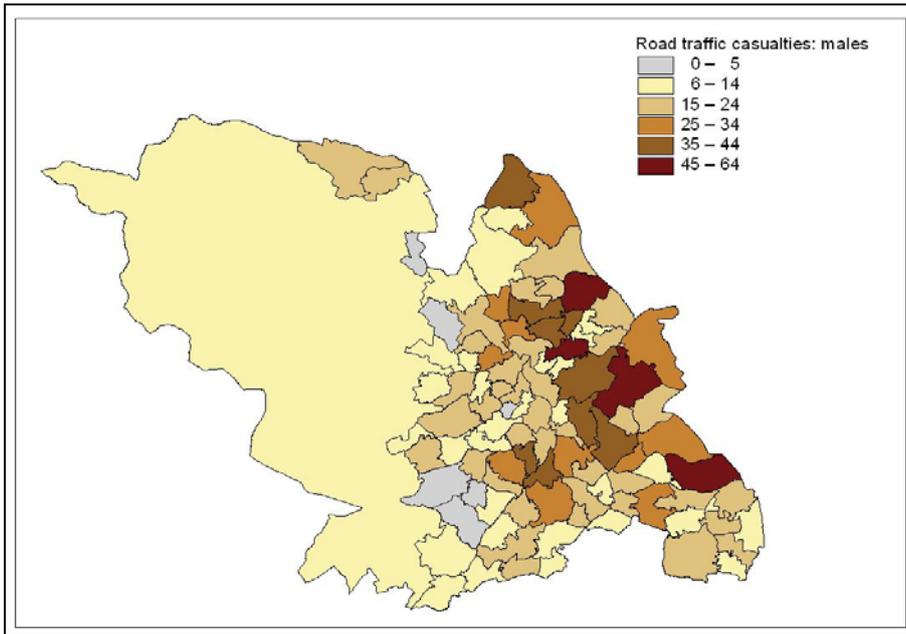


**Figure 6.2: Road traffic casualties 2005–2007: Females**

The equivalent for females by constituency is shown in Table 6.2, with *Hallam* and *Brightside* again at the extremes.

Constituency	Number of casualties
Attercliffe	308
Brightside	311
Central	248
Hallam	136
Heeley	251
Hillsborough	270

**Table 6.2: Road traffic casualties 2005–2007: Females**



**Figure 6.3: Road traffic casualties 2005–2007: Males**

At a constituency level, we see the same pattern of *Hallam* and *Brightside* being best and worst as shown in Table 6.3.

Constituency	Number of casualties
Attercliffe	359
Brightside	405
Central	402
Hallam	158
Heeley	302
Hillsborough	308

**Table 6.3: Road traffic casualties 2005–2007: Males**

The next series of maps shows the numbers of road traffic casualties at different ages. Figure 6.4 shows the number of child casualties aged 0–16 (i.e. before the legal driving age). This map is then decomposed into two: Figure 6.5 of younger children aged 0–10 and Figure 6.6 of older children aged 11–16. Figure 6.7 shows young adult casualties aged 17–24. All show a very similar picture, with numbers so small they have been suppressed in western neighbourhoods and high numbers towards the east of the city, particularly in *Old Parson Cross*, *Shiregreen* and *Woodhouse*. At the constituency level, *Hallam* and *Brightside* have respectively the least and the most casualties.

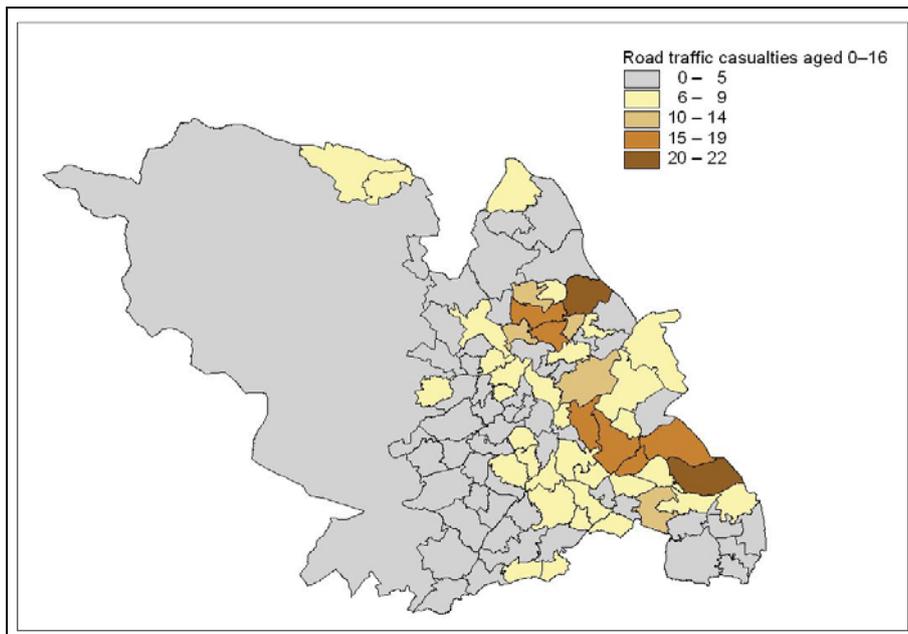


Figure 6.4: Road traffic casualties 2005-2007: aged 0-16

Constituency	Number of casualties
Attercliffe	122
Brightside	136
Central	110
Hallam	32
Heeley	93
Hillsborough	75

Table 6.4: Road traffic casualties 2005-2007: aged 0-16

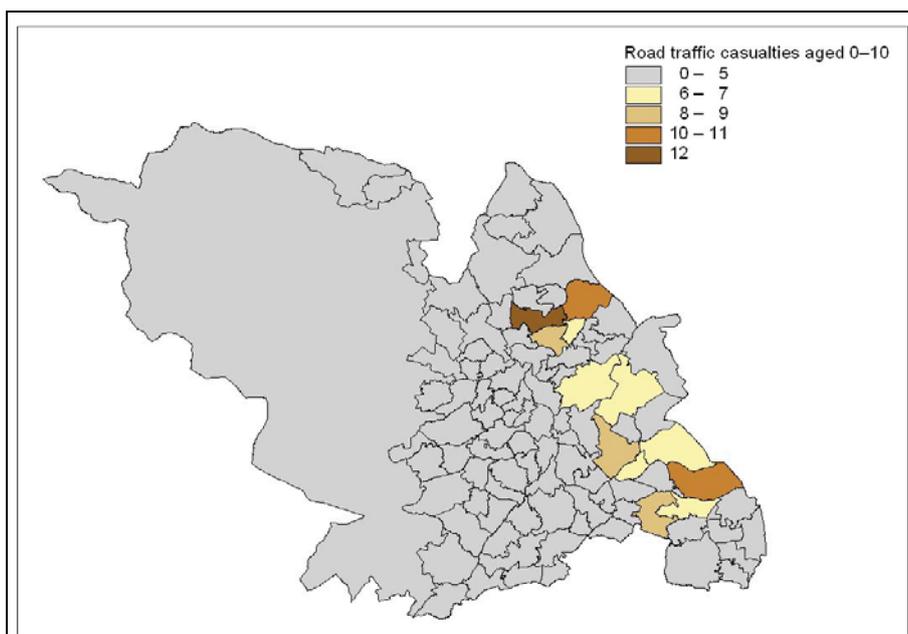
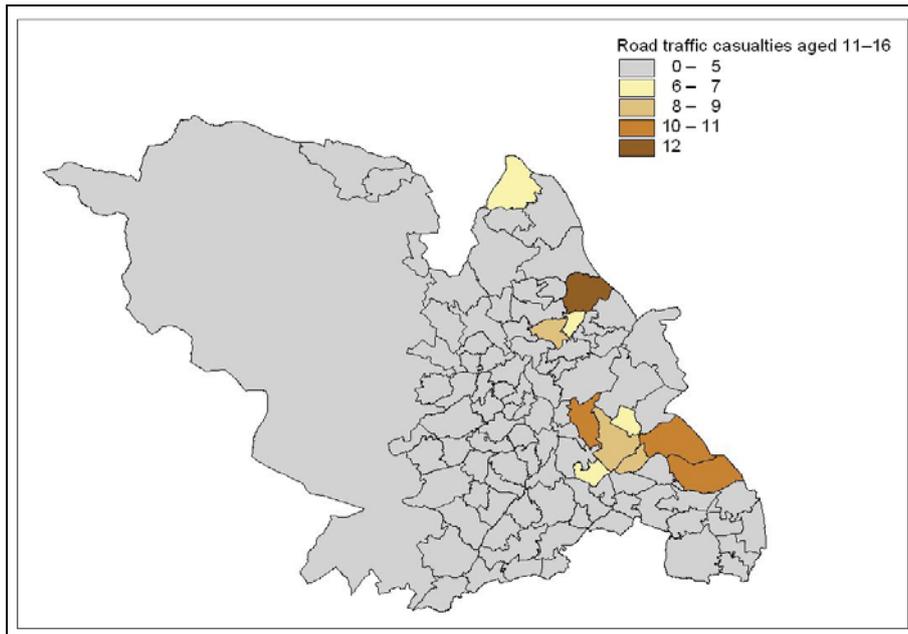


Figure 6.5: Road traffic casualties 2005-2007: aged 0-10

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Constituency	Number of casualties
Attercliffe	67
Brightside	69
Central	54
Hallam	11
Heeley	42
Hillsborough	30

**Table 6.5: Road traffic casualties 2005–2007: aged 0–10**



**Figure 6.6: Road traffic casualties 2005–2007: aged 11–16**

Constituency	Number of casualties
Attercliffe	55
Brightside	67
Central	56
Hallam	21
Heeley	51
Hillsborough	45

**Table 6.6: Road traffic casualties 2005–2007: aged 11–16**

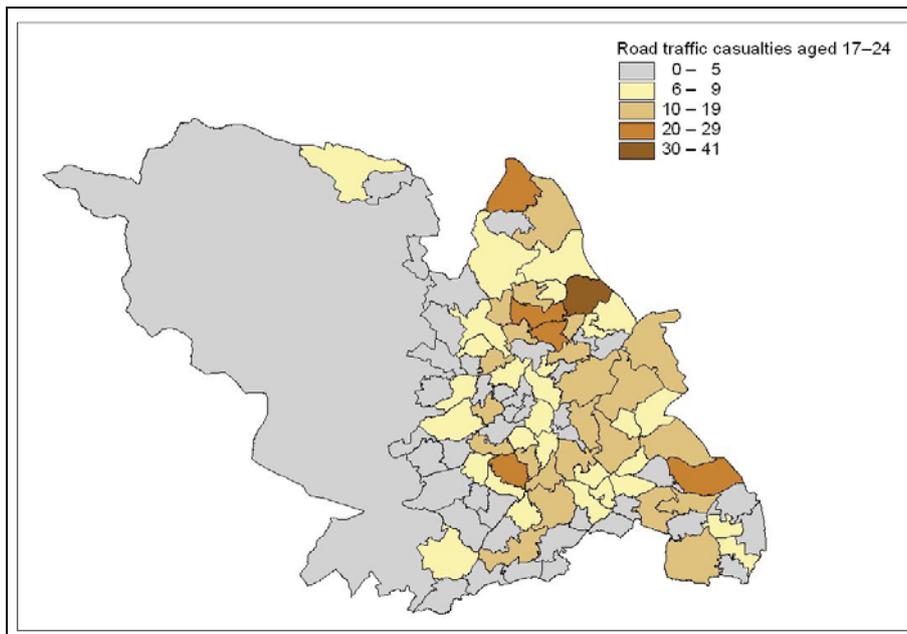


Figure 6.7: Road traffic casualties 2005–2007: aged 17–24

Constituency	Number of casualties
Attercliffe	135
Brightside	174
Central	171
Hallam	73
Heeley	110
Hillsborough	128

Table 6.7: Road traffic casualties 2005–2007: aged 17–24

Table 6.8 shows the number of all casualties in the ten neighbourhoods with most and fewest casualties (excluding those with suppressed data) for all road traffic casualties. There is a very wide spread, from *Bents Green* and *Whirlow/Abbeydale* with six casualties to *Shiregreen* with 125.

Fewest casualties		Most casualties	
Neighbourhood	Number of casualties	Neighbourhood	Number of casualties
Bents Green	6	Birley	61
Whirlow/Abbeydale	6	Darnall	63
Wharcliffe Side	8	Fir Vale	65
Ecclesall	10	Heeley	65
Loxley	11	Longley	68
Beauchief	12	Handsworth	72
Broomhill	12	Manor	78
Firth Park	12	Old Parson Cross	82
Rural Area	12	Woodhouse	99
Burncross	13	Shiregreen	125

Table 6.8: Top and bottom 10 neighbourhoods by number of road traffic casualties 2005–2007

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To put this in context, Table 6.9 shows, for Sheffield as a whole, the proportion of all deaths that road traffic *deaths* comprised at various ages from 1981–2006.

Age	Road traffic deaths % of all deaths
0–14	5.09
15–24	18.75
25 and over	0.33
All ages	0.46

**Table 6.9: Proportion that road traffic deaths comprise of all deaths in Sheffield**

Table 6.10 and Table 6.11 show the most common cause of death and the second most common cause of death for young females and young males in Great Britain during the period 1981–2004. Infants and very young children mostly die from medical causes (Sudden death, cause unknown includes cot deaths). From the age of 5–9 traffic deaths predominate, particularly pedestrian deaths at lower ages and passenger or driver deaths for older.

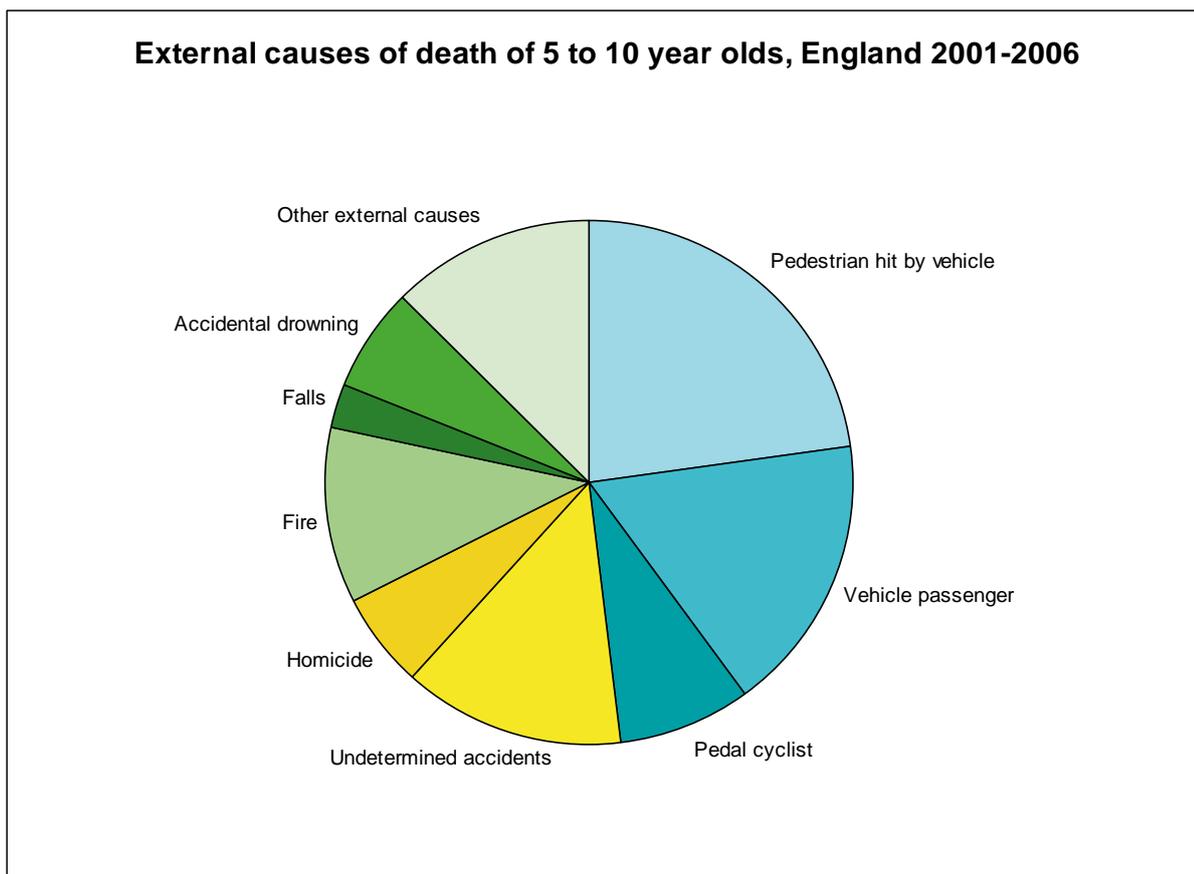
Females aged	Most common cause of death	Second most common cause of death
0	Conditions of the perinatal period	Sudden death, cause unknown
1–4	Congenital heart defects	Other nervous disorders
5–9	Pedestrian hit by vehicle	Other nervous disorders
10–14	Pedestrian hit by vehicle	Other nervous disorders
15–19	Vehicle passenger or driver	Suicide/undetermined intent by poison
20–24	Vehicle passenger or driver	Suicide/undetermined intent by poison
25–29	Suicide/undetermined intent by poison	Vehicle passenger or driver

**Table 6.10: Most common and second most common case of death of young females, 1981–2004**

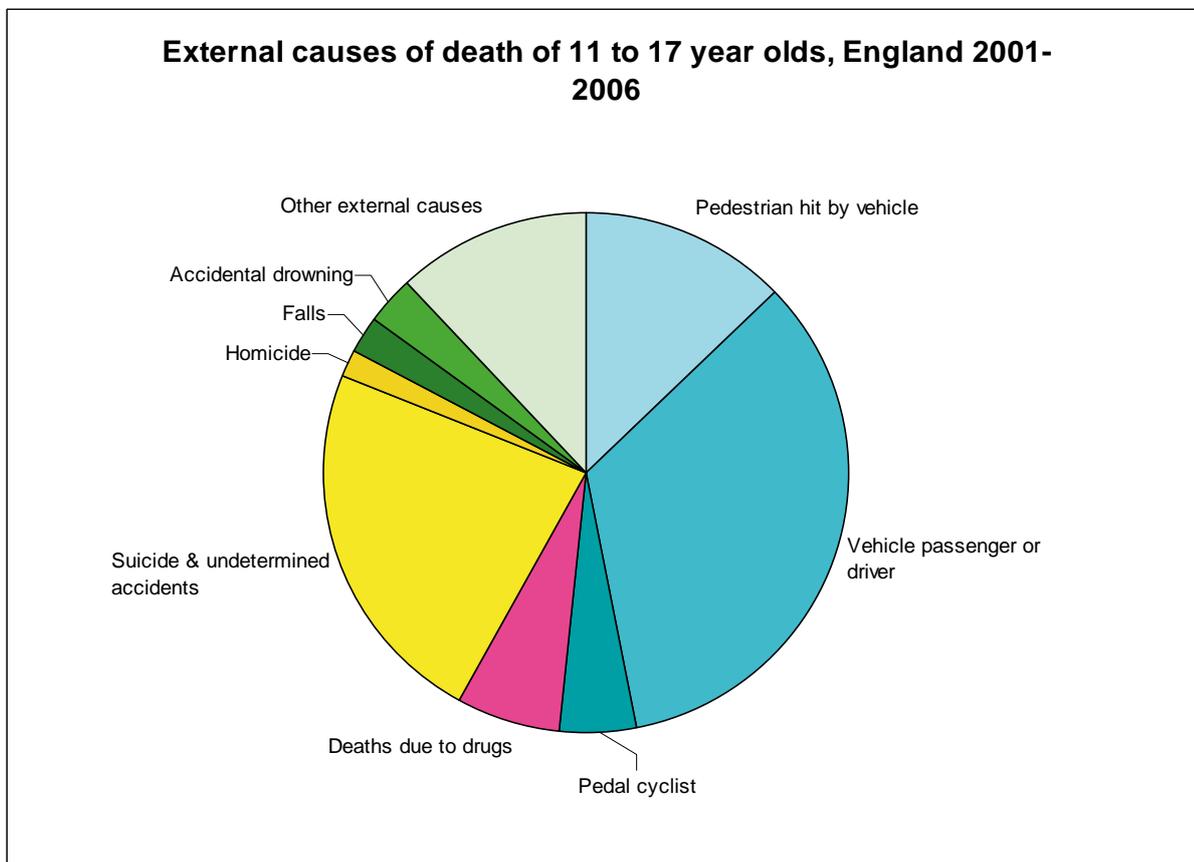
Males aged	Most common cause of death	Second most common cause of death
0	Conditions of the perinatal period	Sudden death, cause unknown
1–4	Congenital heart defects	Other nervous disorders
5–9	Pedestrian hit by vehicle	Leukaemia
10–14	Pedestrian hit by vehicle	Other nervous disorders
15–19	Vehicle passenger or driver	Suicide/undetermined intent by hanging
20–24	Vehicle passenger or driver	Suicide/undetermined intent by hanging
25–29	Vehicle passenger or driver	Deaths due to drugs

**Table 6.11: Most common and second most common case of death of young males, 1981–2004**

Finally in this section on road traffic casualties, we show two pie charts (Figure 6.8 and Figure 6.9) of external causes of death for primary school age children (5–10) and secondary school age children (age 11–17) in England for the period 2001–2006. External causes of death are those that are not natural (diseases and infections); they include accidents and unintentional injury, suicide, homicide and assault (including where the intent could not be determined). These external deaths are all preventable. For both age groups it is clear that traffic accidents are the leading cause of external death.



**Figure 6.8: External causes of death of 5–10 year olds in England, 2001–2006**



**Figure 6.9: External causes of death of 11–17 year olds in England, 2001–2006**

## 6.2 Method of travel to work

Figure 6.10 shows the method of travel to work of people aged 16–74 in employment, taken from the 2001 Census. One's choice of method of travel to work depends on a number of factors: proximity of one's residence to one's workplace, mobility, school run requirements, availability of public transport, and cost. The category before the slash shows the most common method and the category after the slash the second most common. *City Centre* and *Broomhall*, where the majority of people walk to work, are the only two neighbourhoods where car use, whether as driver or passenger, is not the most common method.

The second most common method of travel to work shows a more varied picture. Car use is second most common in *City Centre* and *Broomhall*. Walking to work is the second most common method of travelling to work in a ring of neighbourhoods around the centre of Sheffield, and also in *Stocksbridge*. Tram travel is second most common in *Base Green*, *Charnock*, *Hillsborough*, *Owlthorpe* and *Wadsley*. Obviously, both one's residence and one's place of work need to be near to the tram network for this to be a feasible method of travel. In *Dore*, *Rural Area*, *Sothall*, *Whirlow/Abbeydale* and *Worrall* the second most common category does not actually involve travel but is of those people who work mainly at or from home. For the majority of neighbourhoods, bus (including minibus and coach) is the second most common method of travelling to work.

The categories of Train, Motor cycle, scooter or moped, Taxi or minicab, Bicycle and Other are not represented in the most common or second most common methods of travel to work by the residents of Sheffield.

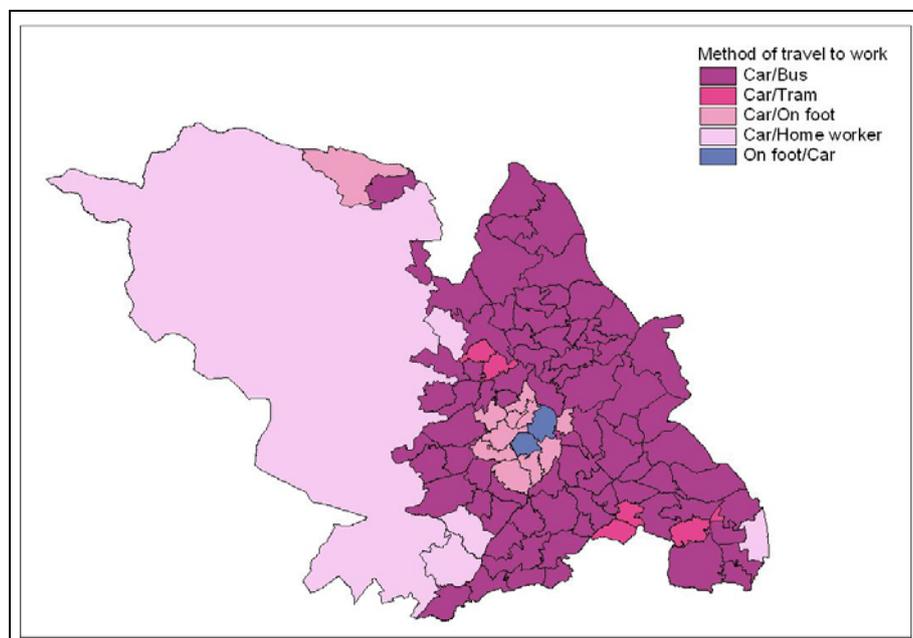


Figure 6.10: Method of travel to work, people 16–74 in employment, 2001

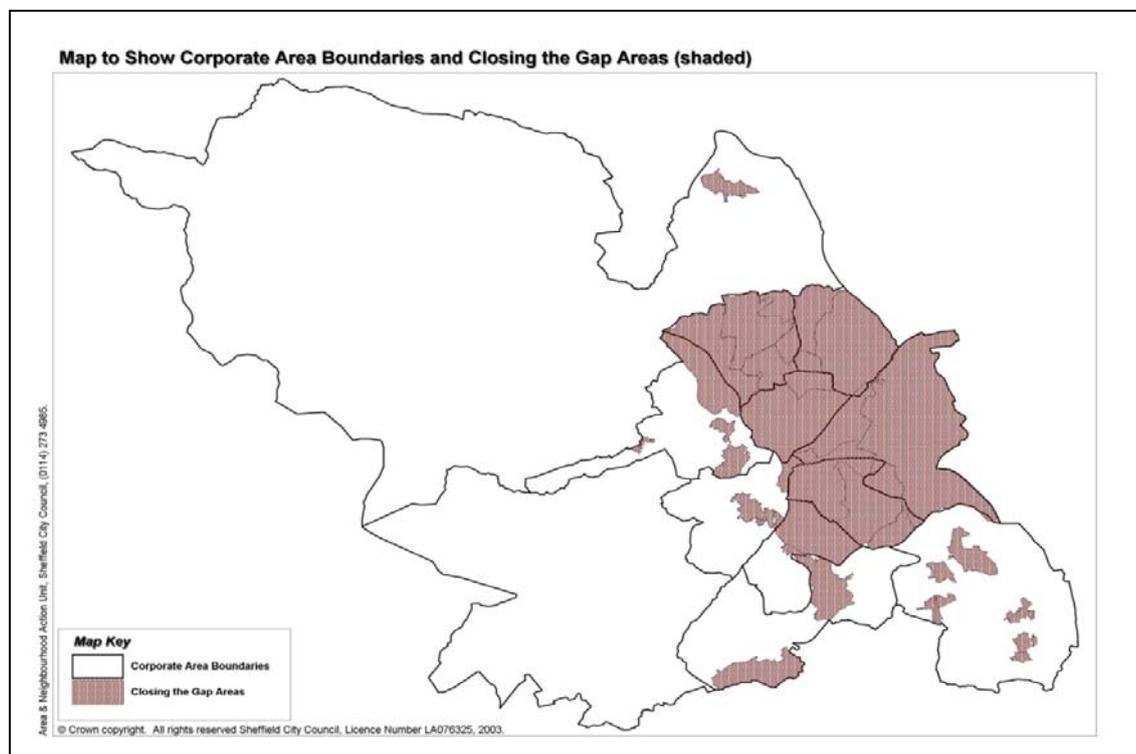
## Chapter 7: Policy and Spending

### 7.1 Local policy and spending

By the end of the 20<sup>th</sup> century the city of Sheffield had some of the most deprived areas in the country, with 10 of the city's 28 wards in the year 2000 in the top 10% of the most deprived wards in England, seven wards in the top five percent and three wards in the top one percent (Sheffield City Council, 2003). At that time Sheffield City Council and what became called the 'Sheffield First Family of Partnerships' made the creation of successful and attractive neighbourhoods one of their ten corporate priorities and key strategic goals and designed a new framework for closing the gap and for neighbourhood renewal in the city:

Sheffield will be a city, where each neighbourhood is a pleasant place to live and visit that functions well and where residents feel proud to live. Irrespective of where people live or to which community they belong, everyone will have the opportunity and choice to benefit from and contribute to the city's growth and restructuring  
(Sheffield City Council, 2003)

The new framework aimed at building upon successful council initiatives such as its deployment of the Single Regeneration Budget (SRB), national policies such as the New Deal for Communities (NDC) and European funding such as under Objective 1 (see Table 7.1). The combined framework was described in a document entitled *Closing the Gap: A Framework for Neighbourhood Renewal in Sheffield* (Sheffield City Council, 2003) a framework which aimed to improve the social indicators in the most deprived areas in the city faster than the city as a whole in order to close the gap between the affluent south-west and deprived north-east (see Figure 7.1).



**Figure 7.1: The *Closing the Gap* areas**  
(Source: Sheffield City Council, 2003: p. 28)

## Chapter 7: Policy and Spending

Sheffield City Council had traditionally used funds from a wide range of sources to improve educational attainment, community safety, health and the environment in the most deprived parts of the city with (it claimed) the active involvement of local communities in local decision making processes, in order to ensure that the funded activities meet local needs and aspirations (Sheffield City Council, 2003). Table 7.1 summarises the progress with regards to Area-based funding in Sheffield in 2003.

Wards within 10% most deprived nationally (according to IMD 2000)	Objective 1 P4a	SRB 1	SRB 2	SRB 3	SRB 4	SRB 5	SRB 6	NDfC	Sure Start	EAZ 1 Schools	EAZ 2 Schools	EAZ 3 Schools	EAZ 4 Schools	EAZ 5 Schools	HAZ	On Track	SAZ (in bidding)
Brightside	•				•		•		•	•							•
Burngreave	•				•	•	•	•	•	•			•		•	•	•
Castle	•		•	•	•		•		•		•				•	•	•
Darnall Ward	•				•				•	•	•				•	•	•
Firth Park	•				•	•	•		•	•			•		•		•
Manor	•			•	•				•		•				•	•	•
Nether Shire	•				•	•	•		•	•					•		•
Owlerton	•				•	•			•				•	•	•		•
Park	•		•						•		•						•
Southey Green	•				•	•			•					•			•

Note: Area based funding could take up all or part of each ward.

SRB: Single Regeneration Budget Rounds 1–6

NDfC: New Deal for Communities

EAZ: Education Action Zones

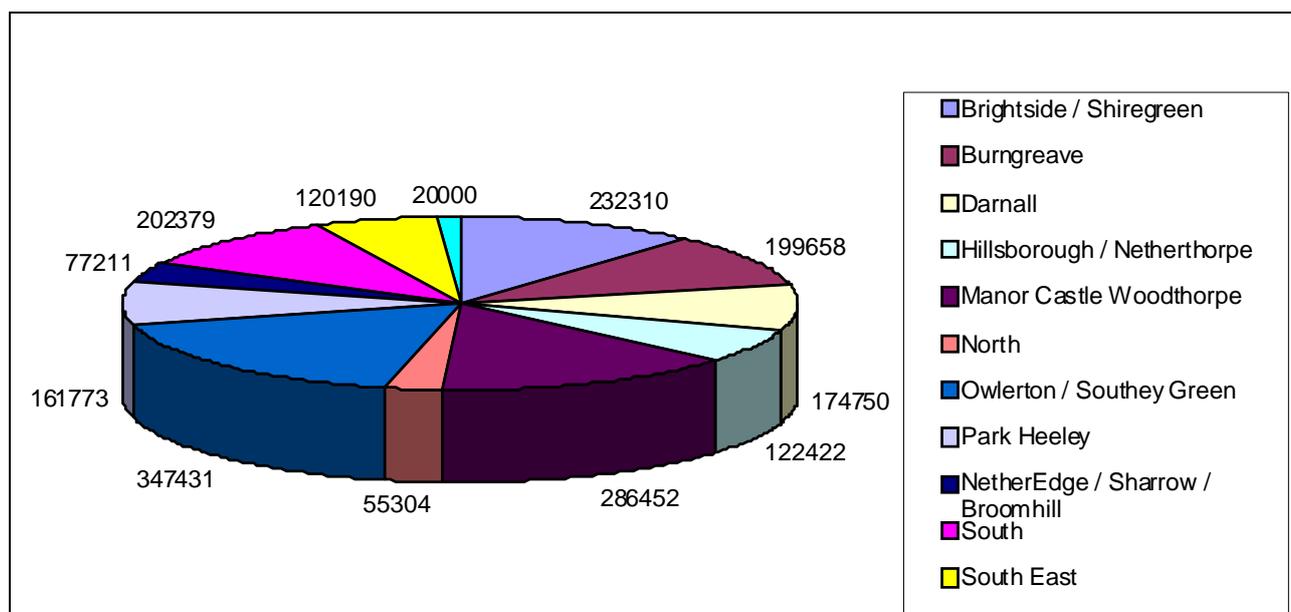
HAZ: Health Action Zone

SAZ: Sports Action Zone

**Table 7.1: Area based funding targeting the 10% most deprived wards nationally according to the IMD 2000**

(Source: Sheffield City Council, 2003)

The Closing the Gap framework put a particular emphasis on the role of public sector agencies and the Voluntary and Community sector, adopting a holistic and multi-agency approach (Sheffield City Council, 2003). In 2003 the Council allocated a Neighbourhood Renewal Fund of £9.58m per annum for the years 2004/5 and 2005/6 divided equally between activities that would support the Council's attainment of a number of national floor targets (see Table 7.2) at city level and area-based funding aimed at thematic activities across the city, including environmental regeneration projects, Community Safety, Children and Families and Communities of Interest (Sheffield City Council, 2003). Figure 7.2 shows how this funding was allocated to different area panels across the city (for more details on the different category fund allocations see Section 7.3).



**Figure 7.2: Allocations to Area Panels, pounds per annum**  
(Source: Sheffield City Council, 2003)

The Neighbourhood Renewal Fund ended in March 2008, but a strand of the Working Neighbourhoods Fund of £2.2m was earmarked for allocation through area panels for 2008/09 (Sheffield City Council, 2008) and the city’s Neighbourhood Renewal Strategy has been revised radically since 2008. The funding into 2009 was aimed to 'provide for a period of transition allowing some worthwhile projects to be retained and stock to be taken before final decisions are made on investment priorities for 2009/11...' (Sheffield City Council, 2008). Table 7.2 shows the proposed area panel allocations for the period 2008/09.

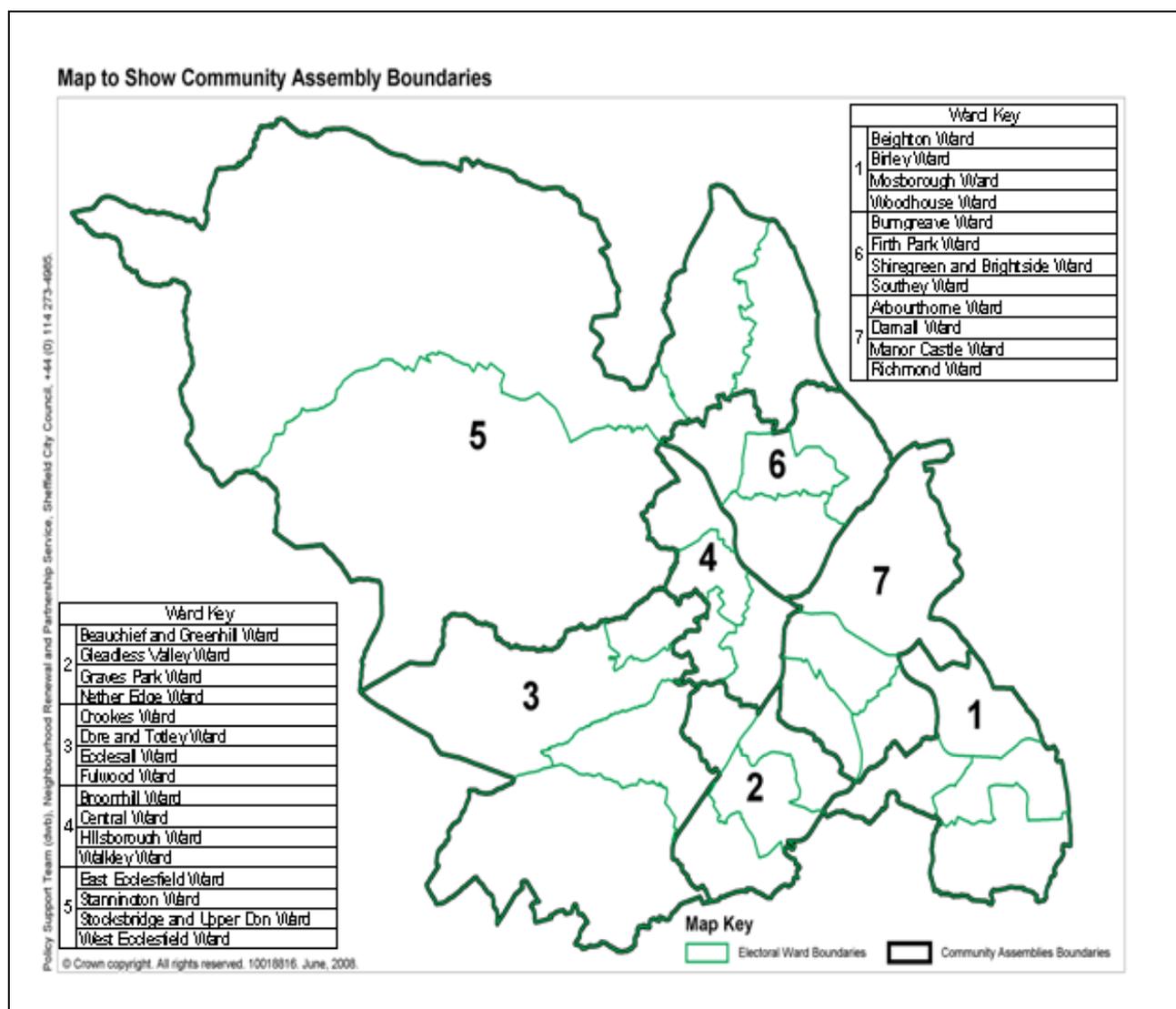
Area	2008/09 Area Based (including £50K minimum allocation) £	2008/09 Area Panel Operational Budget £	2008/09 Combined £
Brightside/Shiregreen	214,451	15,000	229,451
Burngreave	203,390	15,000	218,390
Broomhill/Central/Nether Edge	152,788	15,000	167,788
Darnall/Tinsley	119,123	15,000	134,123
Manor/Castle/Woodthorpe	277,634	15,000	292,634
Netherthorpe/Hillsborough/Walkley	124,999	15,000	139,999
North	50,000	15,000	65,000
Owlerton/Southey Green	290,906	15,000	305,906
Park/Heeley	189,426	15,000	204,426
South	226,341	15,000	241,341
South East	113,316	15,000	128,316
South West	50,000	15,000	65,000
<b>Totals</b>	<b>2,012,374</b>	<b>180,000</b>	<b>2,192,374</b>

**Table 7.2: Area Panel Working Neighbourhoods Funding (WNF) allocations 2008/09**  
(Source: Sheffield City Council, 2008)

In February 2009 the City Council created seven Community Assemblies (see Figure 7.3 for the new assembly area boundaries) led by local councillors to replace the old area

panels as a unit for local policy analysis and redistribution (Sheffield City Council, 2009a and 2009b; Williams, 2009). The new Assembly Areas are made up of four wards each, making them larger than the previous Area panel areas. The area panels that are affected the most from the switch to this new geography are those that fall into the East and North East Community Assemblies, with the North East Assembly comprising all of three Panel areas: all of *Burngreave* and *Brightside/Shiregreen* and most of *Southey/Owlerton* (Williams, 2009). It should be noted though that the North East Assembly area does not include the *Colley* neighbourhood previously in *Southey/Owlerton* (Williams, 2009). Sheffield City Council allocated a discretionary budget of £2.2m to be divided between all the assemblies for the year 2009/10 (see Table 7.3) with the recommendation that each Community Assembly should have an allocation of £100k per annum regardless of measures of need. The balance of the total discretionary budget (£.2.2m) is allocated using the Index of Multiple Deprivation. In addition, £203k was allocated to Streetforce, as a 'temporary measure in 2009/10 in order to provide services from which, it was said, all the Assemblies' areas will benefit' (Sheffield City Council, 2009b: p. 1). These services included extra dog bins, floral features, additional 'Bring Out your Rubbish Days', Weedkilling, Local Community Services and Neighbourhood Environment Action Teams (Sheffield City Council, 2009b: paragraph 5.9, page 5).

It is interesting to compare the changes to funding with regards to different area panels between 2008/9 and the proposed 2009/10 funding allocation shown in Table 7.3. As noted above, *Burngreave*, *Brightside/Shiregreen* and *Southey/Owlerton* were three of the old area panels that have been affected the most by the creation of the new Community Assembly areas. These areas, that now comprise the North East Community Assembly, received in the earlier period a total of £753,747 in the context of the Area Panel Working Neighbourhoods Funding allocation, which is 34% of the total funding allocated in all Area Panels (this figure is calculated by adding the respective figures for the area panels in Table 7.2). As can be seen in Table 7.3 the proposed funding allocation to the North East Assembly area is £468,000 (24.5% of the total funds allocated to all assembly areas). Therefore, there has been a reduction of funds to this part of Sheffield both in absolute and relative terms. Although the difference of just under £200,000 annually may appear minuscule in terms of other budgets, it is money which goes a long way in poorer areas and changes are indicative of the differences in priorities held at different times. A more serious policy of area redistribution, as occurred in the 1960s for instance, would involve funding of an order of magnitude greater.



**Figure 7.3: Sheffield Community Assembly boundaries**  
 (Source: Williams, 2009)

ASSEMBLY	Core Allocation £000	IMD based allocation £000	Total Allocation £000	Percentage of needs based allocation
South East	100	189	289	12.7
South	100	192	292	12.8
West	100	56	156	3.7
Central	100	196	296	13
North	100	143	243	9.5
North East	100	368	468	24.5
East	100	356	456	23.8
<b>Total</b>	<b>700</b>	<b>1,500</b>	<b>2,200</b>	<b>100</b>

**Table 7.3: Proposed discretionary budget allocations**  
 (Source: Sheffield City Council, 2009b)

The funding implications for the North East Assembly area described above are further exacerbated by recent decisions in relation to the Council’s Area Based Grant (ABG). The latter is aimed at supporting the delivery of local, regional and national priorities. Table 7.4

## Chapter 7: Policy and Spending

and Table 7.5 describe the current three-year allocation of the ABG (Sheffield City Council, 2009a):

Three year allocation £'000	2008/09	2009/10	2010/11
WNF Element	11,300	13,420	13,964
Other ABG	35,146	34,656	31,601
Supporting People (from 2009/10)	n/a	25,227	25,227
Total ABG	46,446	73,303	70,792

**Table 7.4: Three year allocation of the Area Based Grant**  
(Source: Sheffield City Council, 2009a, page 7)

Categorisation	2009/10	2010/11
ABG Flexible Pot (including WNF)	20.08%	20.08%
Passported Funding	69.77%	60.58%
Pooled Young Persons ABG	10.15%	10.15%
Employment, Enterprise and Skills Pot	0%	9.19%
Total	100.00%	100.00%

**Table 7.5: 2009/10 and 2010/11 ABG categorisation**  
(Source: Sheffield City Council, 2009a, page 7)

Part of the Area Based Grant is used to support community and voluntary sector organisations across the city. In January 2009 the Council identified eight such organisations to receive funding, but only one of these organisations was located within the North East Assembly boundaries, out of the total six from that area that applied for funding. In particular, the following voluntary community organisations from the North East Assembly area applied for funding: SOAR, Community North Forum, BCAFF, the Yemeni Community Association, Parson Cross Forum and Foxhill Forum. Of these, only SOAR was selected for funding by the Council in 2009 (Williams, 2009). It is interesting to briefly review the funding assessment process by drawing on the correspondence of the Development Manager of Community North Forum (CNF) which was one of the voluntary organisations that had its AGB funding discontinued and the City Council. The Council provided a list of the criteria used in the decision process in response to a request by CNF for such information. The funding decision process was based on a questionnaire assessment conducted in August 2008, a 'Face to Face Assessment' conducted in February 2009 and a 'Strategic Fit' criterion set by the Council (Milne, 2009; Wardle, 2009a; Wardle, 2009b; Wardle, 2009c). However, Ian Wardle, Development Manager of CNF has made very strong objections to this decision process and the criteria used on procedural as well as fairness grounds. In particular, it was suggested that the information that was collected by the questionnaire conducted in August 2008 was provided for a separate process and it was also out-of-date and therefore it should never have been used as part of the assessment (Wardle, 2009a). In addition, with regards to the February 2009 'Face to Face Assessment' it was suggested that there have been 12 positive points included for the successful organisations that should also have been included for CNF (Wardle, 2009a and Wardle, 2009b). Finally, it was strongly argued that the addition of the 'strategic fit' criterion 'didn't just move the goalposts... the whole game was changed in the very last minute!' (Wardle, 2009c). We include all this to show how sentiment of area inequalities and unfairness remains strongly felt and how there is no inevitability to seeing fairer resources decisions replace older ones.

## **7.2 Area comparisons**

A number of datasets from LASOS and the North East Community Assembly are presented in this section. They range from simple tables of population counts to more detailed tables of a variety of inequality indicators.

Table 7.6 shows the populations and electorates of the wards in each Community Assembly. Not all the wards have the same population so the population size of the Assemblies differs: the North East area is by far the largest population of all of the Assemblies. The registered electorate for the Assemblies also varies in size. The Assemblies also have different population growth rates as shown in Table 7.7.

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Community Assembly	Population (2007)	2008 electorate	% ward pop included in electorate	Difference between pop and electorate
<b>East</b>				
Arbourthorne	17825	12145		
Darnall	22367	13637		
Manor Castle	19545	11303		
Richmond	17504	12693		
<b>TOTAL</b>	<b>77241</b>	<b>49778</b>	<b>64</b>	<b>27463</b>
<b>South</b>				
Beauchief and Greenhill	18349	13600		
Gleadless Valley	19953	13427		
Graves Park	17141	13227		
Nether Edge	18545	13104		
<b>TOTAL</b>	<b>73988</b>	<b>53358</b>	<b>72</b>	<b>20630</b>
<b>South East</b>				
Beighton	17640	13157		
Birley	17287	12734		
Mosborough	17413	13059		
Woodhouse	17519	13170		
<b>TOTAL</b>	<b>69859</b>	<b>52120</b>	<b>75</b>	<b>17739</b>
<b>Central</b>				
Broomhill	16922	11632		
Central	25502	13218		
Hillsborough	18195	13119		
Walkley	19147	13554		
<b>TOTAL</b>	<b>79766</b>	<b>51523</b>	<b>74</b>	<b>28243</b>
<b>South West</b>				
Crookes	17932	13495		
Dore and Totley	16699	13248		
Ecclesall	19211	14318		
Fulwood	15810	12063		
<b>TOTAL</b>	<b>69652</b>	<b>53124</b>	<b>76</b>	<b>15627</b>
<b>North East</b>				
Burngreave	26269	14666		
Firth Park	20224	12677		
Shiregreen and Brightside	20742	13509		
Southey	19267	13173		
<b>TOTAL</b>	<b>86502</b>	<b>54025</b>	<b>62</b>	<b>32477</b>
<b>Northern</b>				
Stannington	17999	14038		
Stocksbridge and Upper Don	19134	14279		
East Ecclesfield	18117	14036		
West Ecclesfield	18071	14103		
<b>TOTAL</b>	<b>73321</b>	<b>56456</b>	<b>77</b>	<b>16865</b>

**Table 7.6: Population and electorate by wards**

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Assembly	Population Estimate 2005	Population Estimate 2007	% change
Central	75057	79766	6.3
East	76226	77241	1.3
North East	84983	86502	1.8
Northern	72973	73321	0.5
South	72748	73988	1.7
South East	70503	69859	-0.9
South West	69878	69652	-0.3
SHEFFIELD	522368	530329	1.5

**Table 7.7: Population change**

Table 7.8 gives the number of people claiming all benefits.

Region	Time Period	Benefit Groups - Total Claimants
Central	May 2008	6275
East	May 2008	10060
North East	May 2008	13225
Northern	May 2008	5110
South	May 2008	6815
South East	May 2008	5930
South West	May 2008	2200

**Table 7.8: Total claimants**

(Source: NOMIS)

Table 7.9, supplied by the North East Community Assembly, contains a number of poverty and deprivation indicators.

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Region	% Wealthy Achievers (2008)	% Urban Prosperity (2008)	% Comfortably Off (2008)	% Moderate Means (2008)	% Hard Pressed (2008)	% H/holds in Council Tax Band A (2006)	% H/holds in Council Tax Bands B / C (2006)	% H/holds in Council Tax Band D (2006)	% H/holds with Income <£20K (2008)	% Ward Population living in Deprived Areas (2007)	% Working Age DWP Claimants(Nov 07)	No of Households (2008)	% Young People 0-19	% Population - Working Age (2007)	% Population aged 50+ (2007)	% Residents born abroad (2008)	Population(2007)	Population per Km <sup>2</sup>	Ward Area (km <sup>2</sup> )
Crookes	22	28	45	2	3	37	47	7	29	0	3	7045	16	71	25	9	17932	4227	4
Dore and Totley	71	7	11	5	5	9	31	18	20	0	4	7249	22	55	46	5	16699	1016	16
Ecclesall	49	36	16	0	0	5	44	18	18	0	3	7626	24	63	36	8	19211	2162	9
Fulwood	45	47	2	0	4	12	32	20	19	0	3	7188	25	65	37	10	15810	470	34
<b>SW Assembly totals</b>												<b>29108</b>					<b>69652</b>		
Burngreave	0	10	10	29	51	88	10	1	47	69	15	11896	31	60	24	27	26269	2619	10
Firth Park	0	0	9	1	90	89	11	1	49	79	17	10698	29	59	31	6	20224	4458	4
Shiregreen and Brightside	0	0	17	16	67	94	6	0	44	51	13	8573	27	63	29	5	20742	3216	6
Southey	0	0	9	7	84	84	15	1	49	65	16	8799	25	62	33	3	19267	4629	4
<b>NE Assembly totals</b>												<b>39966</b>					<b>86502</b>		
East Ecclesfield	11	0	39	20	30	46	39	10	33	0	7	8785	22	61	38	3	18117	1709	11
Stannington	31	0	40	7	22	33	40	14	31	0	6	8980	21	60	40	3	17999	179	100
Stocksbridge and Upper Don	19	0	36	22	23	52	35	6	33	0	7	7589	22	61	38	3	19134	290	65
West Ecclesfield	25	0	39	3	32	36	44	13	33	8	7	7362	21	61	41	3	18071	1544	12
<b>Northern Assembly totals</b>												<b>32716</b>					<b>73321</b>		
Sheffield	13	14	25	12	36	58	28	7	38	23.07	9	248924	23	64	32	8	530300	1429	368

**Table 7.9: Poverty and deprivation indicators**

### 7.3 Neighbourhood Renewal Fund Category Allocations

The following series of figures shows the detailed Neighbourhood Renewal Fund Category Allocations Years 4–5 (per annum) (Source: Sheffield City Council, 2003: pp. 28–30).

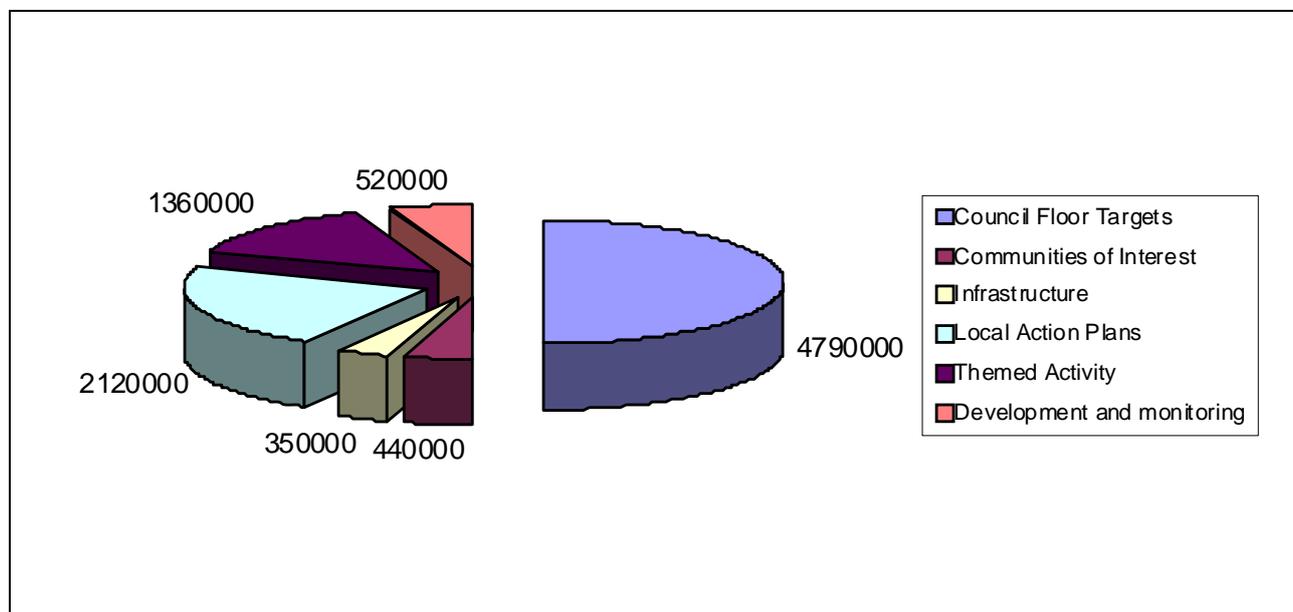


Figure 7.4: Breakdown of Category Allocations Years 4–5

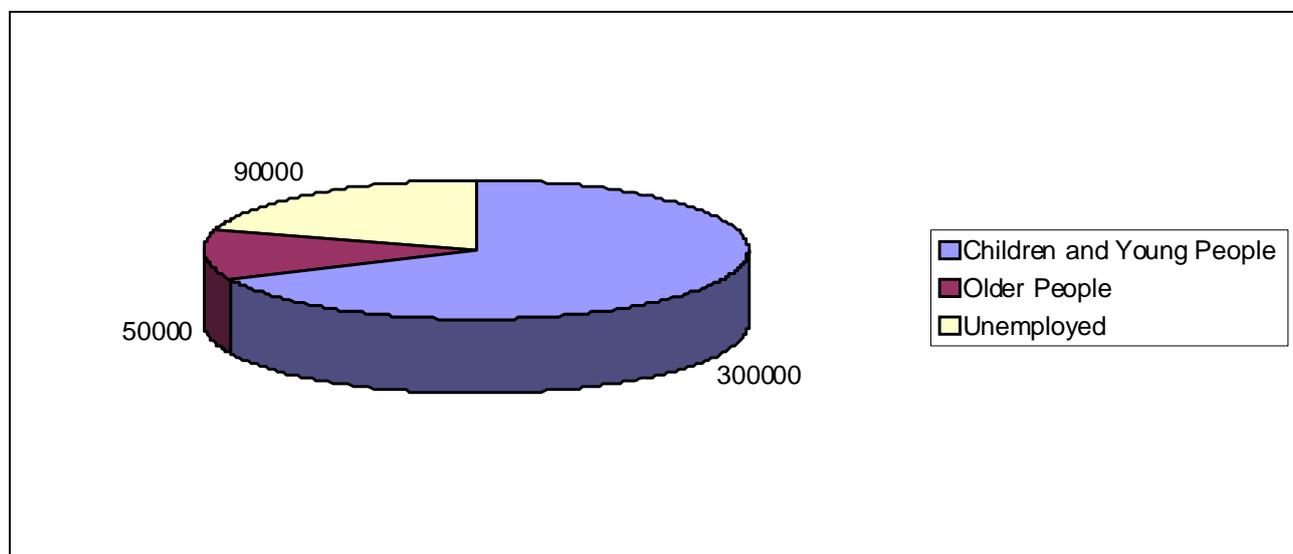


Figure 7.5: Communities of Interest, per annum

Chapter 7: Policy and Spending

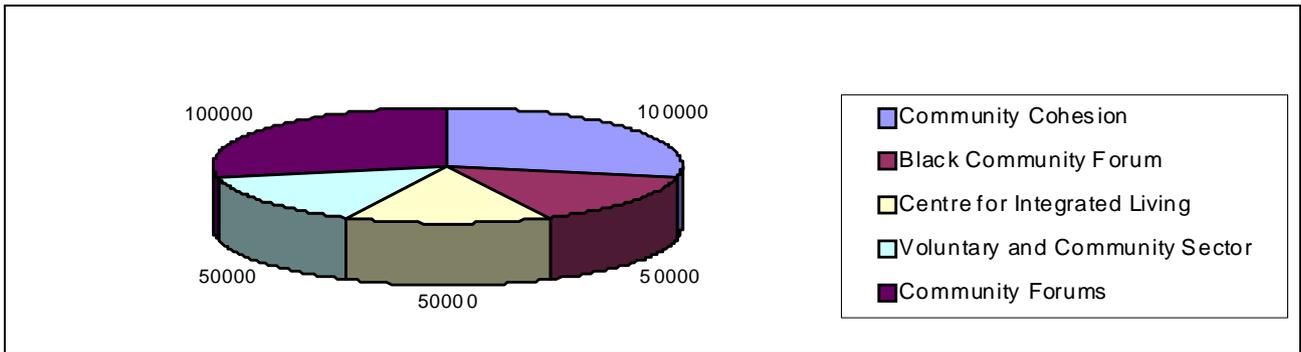


Figure 7.6: Infrastructure, per annum

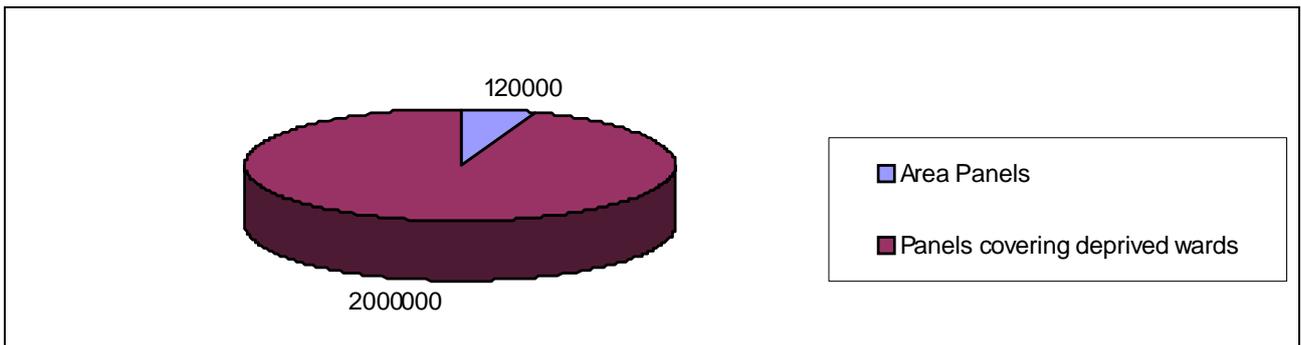


Figure 7.7: Local Action Plans, per annum

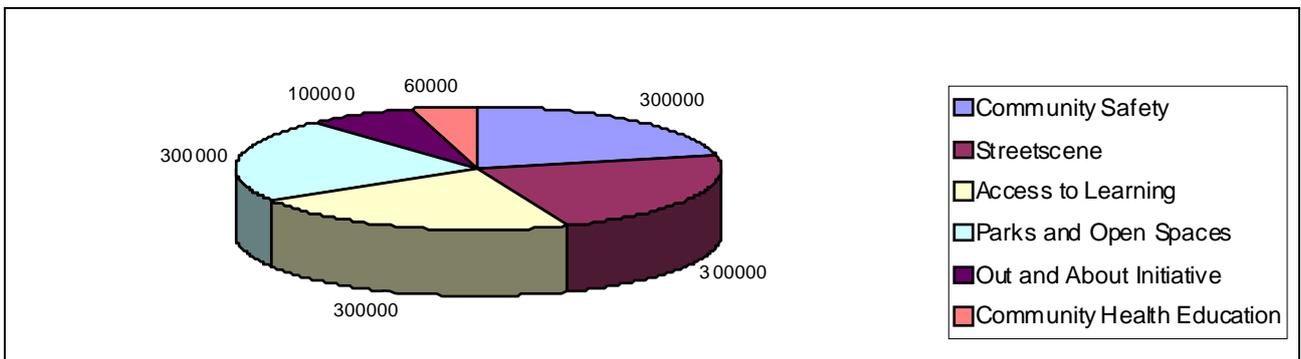


Figure 7.8: Themed Activity, per annum

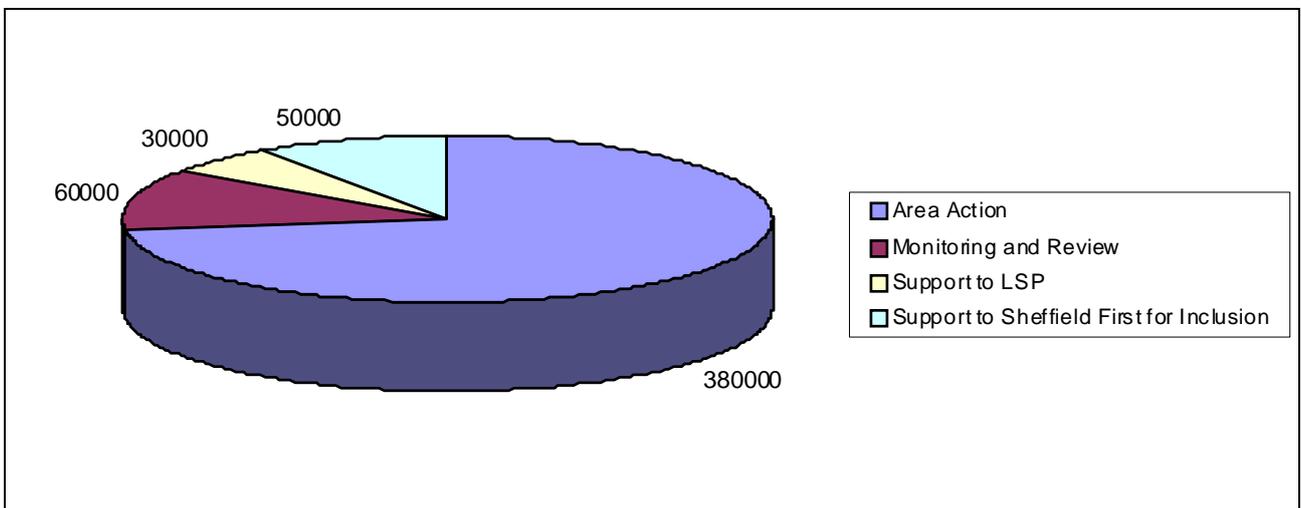


Figure 7.9: Development and Monitoring of Activity, per annum

## Concluding comments

Inequalities between the city of Sheffield and its neighbours and within Sheffield were at a historic low in the late 1960s and throughout the 1970s. In the 1960s, and before, great investment was made in poorer areas through, for instance, the building of better local authority housing. Economic trends then were fortunate, national and local policy benign and social differences were in many ways diminishing between the traditionally richest and poorest of the city's districts. All that ended with the recession of the early 1980s, a national government that appeared to have a callous lack of concern for the city, especially its poorest districts, and a local council which could not overcome these dual forces of international economic downturn and national political indifference. In the late 1990s following another, smaller, recession a change in national government to one more concerned about inequality and under the beginnings of an economic boom, slight reductions in the inequalities were recorded in the years 2001/02/03. However, overall progress was patchy. Economic forces towards increasing inequality were often not countered by the degree of commitment made even by well-meaning policy makers to reduce inequalities.

During the first decade of the current century it became clear that many social inequalities within cities such as Sheffield were continuing to rise despite much of the extra resources resulting from the national economic boom being redistributed to rebuild and improve infrastructure in places such as Sheffield's poorest districts. There were huge falls in unemployment and life for the poorest was improved. However, it did not improve as much as the living standards were rising in the richest areas.

By 2008 all this had ended. An economic crash heralded great new job losses. There was a change in local government political control and an abandoning of the old policies of closing the gap. On the horizon was the near certainty of the imminent national re-election of the political party that had behaved so callously to Sheffield in the past; a party with not a single local councillor representing any ward in the city of Sheffield. In 2009 the government announced policies that would result in huge cuts in Sheffield's newly emerged primary industry: the public sector. The future did not look at all bright and the ingredients of a near perfect storm to see division rise again within the city appeared to now be coming together.

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## Appendix 1

Text of letter sent to John Mothersole 9 January 2009:

Mr John Mothersole, Chief Executive  
Sheffield City Council  
Town Hall  
SHEFFIELD S1 2HH

Dear John

I recently produced a report for the Prime Minister in relation to the Third Sector (specifically voluntary, community and social enterprise).

As part of that Report, I recommended that the best way of analysing whether resources (and the channels through which they are funnelled) are offering the outcome measures intended would be to analyse public sector funding, going into a defined neighbourhood and then re-examining how that could be combined, co-ordinated and reapplied to achieving specific goals (auditing existing and future outcome measures).

Obviously to get on first base it is necessary to know what public investment is going into a specific neighbourhood and whether such investment is having the desired effect - given that there are usually clear outcome measures, whether these apply to education, health or an improvement in the physical condition and wellbeing of the area and the individuals and families living there.

I would be grateful, therefore, if you could supply me with the following information:

1. The total of external public funding coming into the city (capital and revenue) on a) volume/cash basis and b) as a percentage of total expenditure where such investment is in whole or in part under the direction of the City Council. This would include areas of joint working where, for instance, the Primary Care Trust as the Commissioner of services does so jointly with the City Council (therefore, including those sums which apply). The breakdown of figures to include the years 2005/06 to (projected) 2209/10.

2. To indicate (as a breakdown of point 1, above) where such funding was allocated to the city for specific designated purposes (for instance tackling deprivation) and where (in the case of funding such as Neighbourhood Renewal) alternative funding streams have been developed (Area Based Grant, for instance) and where, in the case of the allocation through the Single Regeneration Budget, Neighbourhood Renewal or other funding replaced the withdrawal of the specific SRB Grant.

3. Given that data at national level (by electoral ward and constituency) is available and is used for specific purposes (including analysis of deprivation and therefore of central government allocation to local government and other public agencies), I would like a breakdown over the same financial years (2005 - 2009/10) the allocation of funding (in point 2 above) by geographic ward boundaries, together with the available indices of ward level deprivation (I have this from a couple of years' ago, but would like it updating).

## Appendix

4. An analysis of funding provided to specific geographic areas (or projects within defined areas of deprivation) for the years mentioned above, based on an analysis of expected outcome measures - change, for instance, in levels of unemployment, household or personal income and deprivation, or physical and environmental improvement.

5. A change in the proportion of externally funded allocations to the most deprived ten electoral wards in the city as a percentage (proportion) of overall City Council funding - from central or local sources - projected through from 2005 to the budget allocations to the ten most deprived electoral wards for 2009/10 (identifying specific external funding allocated to the city for tackling deprivation, and therefore the percentage change as a proportion of overall spending in allocations for the coming year).

6. A breakdown by defined "neighbourhood" of the indices of deprivation compared with the projected allocation of ring fenced localised funding under the new Assembly programme. In other words, a breakdown of the £650,000 currently projected for this specific allocation and an analysis of deprivation within the "Assembly" areas to give a clear analysis of expenditure per head of population, weighted by deprivation and therefore the number of individuals in these defined areas facing deprivation, showing expenditure per head. Given that three quarters of those defined as living in deprivation live in what was previously the City Council's Closing the Gap areas, I am aware that these statistics must be available for such an analysis to have been made in the first place and therefore it should not be difficult to provide such a statistical breakdown which, in any case, will be needed for the administration to fulfil its fiduciary duty.

Where, in undertaking the analysis of the distribution of resources to the incidence of defined deprivation, in answering the above queries decisions not yet taken make final conclusions difficult, I would be grateful if this could be specifically identified so that I can see precisely where further decisions are outstanding in relation to previous patterns of investment vis-à-vis the incidence of need.

I am very grateful for the work that will be necessary to provide answers, but I also understand that for any logical decisions to be made, and for policy to be underpinned by proper analysis and advice, such information would have to be readily available to decision takers, irrespective of my own queries.

With very best wishes.

Yours sincerely