

A better York for everyone

An Independent Report by the York Fairness Commission to the City of York



Findings and Recommendations

September 2012

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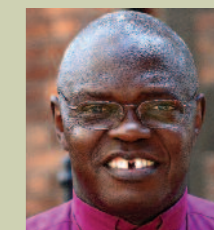
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FOREWORD

By the Archbishop of York, Dr John Sentamu



To be Patron of the Fairness Commission has been both a great honour and a great responsibility.

York is a wonderful city, with wonderful people living and working side by side. However, there exists an unspoken divide. Whilst two fifths of residents are relatively well off - living in the best 20% of places in the country - around 13,000 of our citizens reside in the most deprived 20% of areas.

You can judge how healthy a society is by how it treats the most vulnerable people. Research has conclusively shown that a more equal society is a happier society. If we want to see York prosper and flourish we must reduce its societal divide. It is our duty and our responsibility.

For the Commission "fairness" has been about increasing equality of opportunity, reducing income inequality and improving the wellbeing of all. I want to thank the Commissioners for giving their time, knowledge and insight free of charge. This report is a testament to their determination and hard work. Particularly I would like to thank Ruth Redfern for chairing the Fairness Commission and keeping us all on the right track!

This final report helps to set out the hopes and aspirations of York's people. Many individuals and organisations came to meetings to give their views; others emailed, wrote or phoned in. We are extremely grateful for your participation, without which this report would not have been possible.

I hope our elected representatives, from across the political parties, will sit down and consider our recommendations in a spirit of shared endeavour. I am sure, regardless of our backgrounds, we all want to see a fairer and more prosperous York where everyone is encouraged to play an active role. Our recommendations are designed to do just that.

I hope too that the ten Fairness Principles become the blueprint for decision making in York in the years to come. Let us always consider those in need and look to give a voice to the voiceless.

As our country goes through tough economic times we need to remember that not all in our society are blessed with good jobs, incomes, housing and leisure opportunities. Our call for a Living Wage recognises that we need to value each and every person in our great city and that people should be paid a fair wage for a fair day's work.

FOREWORD

By the Archbishop of York, Dr John Sentamu

We have a common endeavour. Let us not attempt to win our own battles against poverty by impoverishing others - we should stand together to tackle this social evil. We are a community that will sink or swim together.

As an independent commission, we have no political axe to grind. Our concern is that our civic leaders - whether they be in public bodies, businesses or communities - are informed of the issues and able to make the enlightened, bold and sometimes tough choices needed. Decisions that will tackle poverty and injustice in all their forms and enable the human spirit to flourish within the citizens of York.

I hope that this Report will not only start a constructive debate on how we tackle inequality and the related issues of wellbeing and human flourishing, but help set in motion a process where we all pull in the same direction to make inequality a thing of the past.

THE YORK FAIRNESS COMMISSION is a non-political, completely independent and entirely voluntary advisory body. The members of the Commission were appointed based on their professional expertise; personal commitment to equalities, fairness and social justice; and knowledge of and/or stake in the York community.

The Commission comprises:

- Patron: The Archbishop of York, Dr John Sentamu
- Ruth V. Redfern, Managing Director, You Must Be Wondering Ltd
- Vice Chair: John Lister, Group Chief Risk & Capital Officer, Aviva plc
- Professor Richard Wilkinson: emeritus professor of social epidemiology, co-author of 'The Spirit Level' and co-founder of the Equality Trust
- Professor Kate Pickett: University of York based professor of epidemiology, co-author of The Spirit Level and co-founder of the Equality Trust
- John Kennedy: Director of Care Services, Joseph Rowntree Housing Trust

FOREWORD

By Chair of the Fairness Commission, Ruth V. Redfern



Firstly, I must thank all the residents, organisations, businesses and enthusiastic participants from all quarters of York for their contribution to this report and their warm welcome to me. It has been a fabulous experience listening, talking and debating with you all.

The York Fairness Commission is a new way of thinking. We are not the only city to have a Fairness Commission nor will this be the only report commissioned by the City of York Council but we are unique in our approach to the citizens of York. We believe, as Fairness Commissioners, that York should have no tolerance of poverty. We know that inequality is corrosive and there is no place for such social devastation in this beautiful, vibrant and wealthy city. We hope our report will be owned and actioned by all. Only by this ownership - this intolerance of inequality and poverty - will we make the long lasting impact for the future of York. It does mean a new way of thinking - considering the impact on inequality of all decisions we make as organisations, businesses and individuals. Never has there been a more important time to do so than in this era of austerity, downsizing and cuts. It is too easy for those with little to end up with even less.

York was home to the active philanthropist Joseph Rowntree, whose commitment to finding ways of reducing poverty lives on to this day. It is therefore no surprise that York is, by any measure, a fairer city than most. However, we live in a country that is deeply unfair - so this is not a great boast. Nevertheless, our fairness should be an example to other cities - and we can only set this example if fairness becomes part of the York DNA and spreads throughout our region. York is the traditional county town of Yorkshire; people who live in York work in all parts of Yorkshire and the Humber and it is for this reason we are taking a regional view about in-work poverty and the living wage. Our reputation for fairness is also why we recommend that York hosts an international summit on Fairness on behalf of the UK. Our country has much to learn from less unequal societies and learn we should.

Our recommendations are long term, realistic and yet symbolic. Our principles to 'fairness-proof' activity and decision making in York are clear and easily followed. Our ideas for action come directly and significantly from the citizens of York. There is nothing in the report that cannot be actioned and will not, when actioned, have a positive effect on fairness.

York is a small city with a proud history of freedom and self-determination. York still resonates with the sound of the ancestors of Yorkshire as they fought against invasion from the south and the meddling of successive kings and governments.

FOREWORD

By Chair of the Fairness Commission, Ruth V. Redfern

And we are here again. In a place where welfare benefit reform, unemployment and lack of investment will harm progress, where the greed and avarice of the few causes real hardship for many. A place where history is repeated. Centuries ago the people of York fought to keep people in work, they marched to London to have their say, they did not accept poverty and inequality then and we should not do so now. As George Fox, the founder of the Quakers said “give us eyes to see injustice and inequality in our midst and give us the wisdom and courage to lovingly oppose it”.

I hope you enjoy reading our report - and enjoy even more the positive effects on all the citizens of York when it is actioned.

ACKNOWLEDGEMENTS

The Commission would like to thank:

- The countless groups, organisations and individuals who have invested their time and energy in contributing to the Commission’s work;
- The Joseph Rowntree Foundation for further financial support. This enabled us to conduct individual engagement meetings with 16 community organisations and to research and prepare six topic papers to inform theme based consultation meetings in support of this report;
- Arif Sain from Inclusivity Training and Consultancy Ltd whose face-to-face engagement with local community groups and representatives has helped the Commission to reflect appropriately the inequality issues of different communities of interest.
- The supporters of the Commission who kindly agreed to appear in the cover photo. They know who they are!
- City of York Council for commissioning this report and for the dedicated support of Jane Collingwood and her team of helpers.

REPORT SUMMARY

THE YORK FAIRNESS COMMISSION was established in 2011 with the purpose of promoting greater fairness and reduced inequality in York. Our first report was completed in November 2011 and focused on how the City of York Council could square commitment to equity and social justice with the need to make sizeable cuts in its budget setting process.

This second and final report takes our work a step further by recommending how to promote fairness in the long term and across the whole of York. So its terrain is wide, just as its ambitions are far reaching.

The challenge we face is to bridge the divide between ‘advantaged York’ and ‘disadvantaged York’. We want to create a more caring, cohesive and fairer society, one where child poverty is a thing of the past and those in work earn enough to make ends meet. The quest to narrow gaps, bring our city together and eradicate poverty demands that York makes the most of all of its people, including those who are underprivileged and whose abilities are often untapped.

There is a compelling case for why reducing societal divides, especially on income, is better for everyone. Typically, greater levels of inequality correspond to poorer outcomes across populations on a whole spectrum of indicators including health, crime, housing and child wellbeing. Working towards greater equality should no longer be framed in terms of charity and sacrifice; it is also about enlightened self-interest.

Following extensive consultation and assessment of evidence, we have arrived at seven headline recommendations, delivery of which will make a major and long term impact on fairness. Part one of this report sets these out, whilst part two covers more detailed and wide ranging suggestions arising from the consultation. We propose a lead partner to spearhead delivery for each recommendation, backed by a partnership of businesses, public agencies, politicians and community leaders.

EXECUTIVE SUMMARY

Headline Recommendations

Equality and diversity cut across all of the seven headline recommendations, which are:

- A Make York a Living Wage City and inspire Yorkshire to become a Living Wage Region**
- B Deliver an inclusive approach to economic development that creates jobs, tackles worklessness, and ensures all of York's citizens can contribute and prosper.**
- C Create a simple and shared system to get help and advice to the people, including an easy to access central information hub, outreach centres and promotional activity.**
- D Urgently address the city's housing and accommodation needs to improve availability and affordability for all, and to support sustainable economic growth, backed by a long term strategic framework.**
- E Make far greater use of early intervention, preventative measures and community based care to support and promote health, independent living and inclusion.**
- F Ensure childcare, the learning environment and education help to tackle inequalities.**
- G Further assess the full range of ideas and proposals for action made in our companion report 'Ideas for Action' and agree mechanisms for taking them forward.**

The recommendations work as a set. Those focused on the Living Wage and on the economy and work are about improving the lot of the low paid and unemployed here and now and creating the right type and volume of future opportunities. Better help and advice will help communities to seize these opportunities and to improve other aspects of their lives. Securing more affordable housing will prevent York becoming a city that only the well-off can afford to live in, whilst our proposals on health will improve care, well-being and healthy life expectancy - benefiting people at all stages of their lives and narrowing inequalities. Finally, York must create a society and a system that prevents poverty in the future. Our proposals on early years and education do exactly that. They will help to ensure that all children receive an excellent education regardless of income and that attainment gaps narrow over time.

EXECUTIVE SUMMARY

Fairness Principles

In addition to the recommendations, we have identified a set of ten Fairness Principles. These are intended to help inform, steer and 'fairness proof' all decision making in the city, be that in the public, private or voluntary sectors. Their application will guide long term progress towards a fairer, poverty free York. The principles are:

- 1 Make reducing income inequalities a core value in decision making, for example by paying a living wage.**
- 2 Build social factors into procurement and contracting** to promote good employment practice, enhance local supply chains, reduce inequalities and heighten opportunities for unemployed people in York.
- 3 Strive for excellence in York's organisations and the way they work together** so that corporate social responsibility is the norm, services are delivered efficiently and effectively, and the city builds a reputation as a leader in tackling inequalities.
- 4 Empower and extend opportunities for disadvantaged groups and individuals.**
- 5 Adopt a long term view and a preventative approach** that acts now to prevent bigger problems in the future.
- 6 Take decisions and run services in an open and transparent manner, listening to and engaging with communities and customers**, including the most disadvantaged.
- 7 Embed a creative and 'can do' culture** that strives for new solutions and opportunities, even when there are difficult challenges and limited resources.
- 8 Exert influence outside York** to address external factors that drive inequalities or restrict local action within the city.
- 9 Target investments and services to reduce inequalities** and improve life chances in the most disadvantaged areas.
- 10 Promote and prioritise sustainable economic growth that maximises opportunities and benefits to all people**, including the most disadvantaged (e.g. jobs, wages and wellbeing).

EXECUTIVE SUMMARY

We set out a range of outcome indicators to assess progress in the future, with income, health and educational differentials between those on high and low incomes, different groups of the population, and different neighbourhoods prominent amongst these. These need to be monitored annually and over decades to come.

Our long term approach is further reflected in our wholehearted support of action to reduce carbon emissions and to promote sustainable development. 'Environmental justice' - whereby citizens enjoy a clean, healthy and attractive environment whatever their means - is just as relevant between generations as it is within them. Our actions today must leave a positive legacy for future generations, not be at their expense.

We ask the City of York Council to take the lead responsibility for implementation and monitoring of the recommendations and for steering future progress with York's Without Walls Partnership. The Partnership's role in the future will be as vital as that the City of York Council played in establishing the Commission to begin with.

York is not alone in striving to reduce poverty and inequality; we are in the vanguard of a movement of cities in the UK and internationally who are seeking to do the same. Reflecting this and to provide a focus for an ongoing fairness campaigning the city, **we recommend that York hosts an international conference of cities and organisations that are working to promote fairness.** Hosting this in York will build on and reassert the city's history as a pioneer in promoting social inclusion and reform and build on the expertise and reputation of its leading edge experts and institutions.

The time and energy of the countless groups, organisations and individuals who contributed to our work has been invaluable. Ultimately, it is the whole of York - businesses, agencies, groups and most of all citizens - who will by their day to day decisions, strategic or commonplace, shape its destiny as a more equal society. We hope this report helps the whole of York to progress on its journey towards a better, brighter, fairer future.

FINDINGS AND RECOMMENDATIONS

Introduction

Background

The York Fairness Commission was established in 2011 under the patronage of the Archbishop of York and with the purpose of promoting greater fairness and equality in York.

Our first - or interim - report was completed in November 2011. Its focus was on influencing and advising the City of York Council on its budget setting process, squaring the need to make the sizeable cuts forced upon it with its commitment to equity and social justice.

The report set out 30 wide ranging recommendations (see Annex A) together with a set of 'Fairness Principles' to guide decision making. We are pleased that key recommendations have been taken up, details of which can be found on the Commission's website¹. We recognise that making progress is a real achievement given the very challenging financial climate the Council - as well as other agencies, businesses and voluntary groups - are operating within. We look forward to the continued and widened implementation of recommendations in the future.

The Commission urges the Council to move forward with developing the partnerships needed to progress interim recommendations that are outside its sole remit. This includes, for example, the recommendation to explore options for a **York Visitor Heritage Contribution** up to the value of £1 per head per night. This has the potential to boost tourism in York by enhancing York's tourism offer and the infrastructure that supports it. At the same time it could relieve pressure on other areas of the Council's budget - allowing it to protect or enhance services that underpin fairness. Putting this into practice requires a combination of evidence and imagination, a can do attitude and the ability to exert influence outside York.

This report takes our interim work a step further by considering how to promote fairness in the long term and across the whole of York. So its terrain is wide, just as its ambitions are far reaching.

A Caring, Cohesive Society

We believe that reducing inequality, particularly of wealth and incomes, and standing up for and empowering those who are least well off, will not only increase fairness, but create benefits to society as a whole.

York is a wonderful city, and for most people, a great place to live. Visitors perceive

¹ www.yorkfairnesscommission.org.uk

FINDINGS AND RECOMMENDATIONS

Introduction

York as an attractive, prosperous city with rich heritage and beguiling shops, streets and spaces. And for most residents, the reality is good too - health, education and incomes are all above average, crime is low, and the city's economy is buoyed by leading edge universities and strengths in science and innovation.

But this is not everybody's experience of living in York. Whilst two fifths of the population live in places that are in the best of 20% in England, eight local areas in the city are in the most deprived 20%. They are home to around 13,000 people, just under 7%, of York's population. In these areas, and for those with low incomes elsewhere in the city, the symptoms of deprivation are all too obvious: shorter life expectancy, higher crime, poorer educational attainment and often a lack of hope and opportunity.

What is striking about York is not so much the scale of deprivation, but the gap between 'advantaged York' and 'disadvantaged York'. Perhaps the greatest challenge - and opportunity - facing the city is to tackle these inequalities, and to do so in ways that maintain the wellbeing others already enjoy. York's inequalities are less pronounced than in many other English cities. But they are still unacceptable and sizeable when the UK's own poor record on inequalities is taken into account compared to other developed nations.

Reduced inequalities go hand in hand with stronger societies. Sources, including the Marmot Review², the book 'The Spirit Level'³ and JRF's independent review of it⁴, make a compelling case for why greater income equality is better for everyone. They demonstrate how greater levels of inequality correspond to poorer outcomes on a whole spectrum of indicators including health, crime and child wellbeing.

We will talk about poverty itself, as poverty is unacceptable in a largely prosperous city like York. As in the rest of the EU, 'poverty' in the UK is measured in relative terms. It inescapably concerns comparison between the incomes of top and bottom earners, and it is falling behind relative to others that does much of the damage.

Bigger income differences create bigger social distances. They have complex, sometimes unconscious but nevertheless powerful knock on impacts on how people feel about themselves and others, for instance around perceived status and value. The result is diminished social cohesion and damage to the social fabric. Whilst the

² The Marmot Review: Fair Society, Healthy Lives, the Marmot Review Team, 2010

³ The Spirit Level, Richard Wilkinson and Kate Pickett, Penguin Books, 2009

⁴ Does Income Inequality Cause Health and Social Problems?, Karen Rowlingson, JRF, 2011

benefits of greater equality are most sharply felt by those at the 'lower end' on any given indicator, they extend across whole societies. Working towards reduced inequality should no longer be framed in terms of charity and sacrifice; it is also about enlightened self-interest.

We know that some of the factors that influence poverty are beyond the city's control, and that it will be hard to make fundamental change to the incomes of those on benefits, as it is national not local government that controls the welfare system. Nevertheless, it is shameful that in a city as prosperous as York, more than a tenth of its children grow up in poverty and fight an uphill struggle to win the opportunities most of us take for granted. Tackling 'in work poverty' and creating new jobs opportunities will be crucial to correcting that in the short term; whilst in the long term education, attitudes and skills are central to reducing the numbers trapped on benefit.

We seek a more caring, cohesive society that embraces and makes the most of all York's people, including those whose abilities are often untapped. People who face disadvantage or discrimination because of factors such as age, gender, ethnicity, religion, disability, or sexual orientation⁵ can have the difficulties they face further compounded by income and social inequalities. This creates a double impact that can deepen the inequality of outcomes.

Our prime focus on tackling income inequalities brings most benefit to groups within society who are more likely to be on low incomes, often the same groups who suffer discrimination or additional challenges in one form or other.

Directly tackling the inequalities and disadvantages faced by particular groups and communities is vital to ensuring fairness, building a strong society and allowing individuals to fulfil their potential. This report has utilised expert advice and direct inputs from the groups affected to inform its over-arching content and the detailed points made in our companion report '**Ideas for Action**'.

Throughout we advocate environmental as well as social justice - citizens should enjoy a clean, healthy and attractive environment whatever their means. That principle is just as important between generations as it is within them. Concerted action on energy, environmental quality and climate change can bring benefits for the poorest now and will be equally central to leaving a positive legacy for future

⁵ Protected characteristics as defined in the Equalities Act 2010 are age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation

FINDINGS AND RECOMMENDATIONS

Introduction

generations. Such measures are important as much for their social and economic benefits as their 'green' credentials.

Our Approach

In producing this report we have reviewed evidence and submissions and consulted with stakeholders and experts on six key themes:

- **Health and Wellbeing**
- **Income, Economy and Jobs**
- **Education and Training**
- **Housing and Homelessness**
- **Communities of Interest**
- **Communities and Volunteering**

Topic papers on each of these themes are available on our website⁶.

The Commission has developed seven headline recommendations around which this report is structured. Inevitably it is impossible to cover the great breadth and detail of the points made within these recommendations alone. Hence our separate companion report '**Ideas for Action**' sets out more detailed ideas, issues and action points that were put forward and the Commission's broad response to them. We anticipate that this will help to put these proposals 'on the radar', and assist their advocates to make the case for change and set action in train.

We thank the countless groups, organisations and individuals who have invested their time and energy in contributing to the Commission's work. We thank the City of York Council, whose support for the Commission has put the city in the vanguard of work across the UK to confront inequality. And above all, we hope this report helps York to progress on its journey towards a better, brighter, fairer future.

⁶ www.yorkfairness.org.uk

YORK IN CONTEXT

Challenges to achieving a fairer city

York does not exist in isolation. Many forces nationally and internationally are beyond the city's control but profoundly influence its ability to achieve greater fairness and equality. We cannot ignore these as we seek to understand and combat the factors that drive inequalities in York.

The global economic climate remains a real cause for concern. In the Eurozone, continuing instability is pervasive and many countries are suffering from low growth or recession, often accompanied by deficit reduction programmes that will curtail expenditure for many years to come. Further afield, slowing growth in emerging economies, and continuing high unemployment in the US add to a difficult economic climate which impacts upon trade and the UK economy.

Closer to home, UK GDP figures released in July 2012 showed further contraction in the domestic economy. The early signs of economic recovery seen in 2010 have dimmed and been replaced by a prolonged double dip recession. This puts a spotlight on the severity and speed of the government's deficit reduction programme and its impacts on jobs, incomes and inequalities. Some of the measures involved are already negatively affecting the incomes of the poorest in society and damaging services they depend upon.

York has so far demonstrated a degree of resilience to the recession (see 2.2). However, the city cannot rest on its laurels. In this tougher climate it must work even harder just to maintain current levels of economic activity and employment, let alone grow these further. The manner in which the city goes about this will be fundamental to making progress and forms the basis of our economic proposals (recommendation B in particular).

The impact of the economy on disposable incomes and inequalities is further compounded by a range of other factors:

- **Food and fuel prices remain high**, and these make up a greater proportion of the spending of those on low incomes. 'Fuel poverty' has risen as a result.
- **Bank lending to businesses and is tight**, and those with least money to invest often pay the highest rates of interest.
- **Weak business confidence is undermining hopes that private sector investment will drive recovery**. Whilst employment levels have not dipped in the same way as GDP, there are not enough new jobs being created to make up for those lost elsewhere (e.g. in the public sector), and there are fewer full time and permanent jobs. Too many people are 'underemployed', working in less skilled jobs than they would like for fewer hours - with impacts on incomes.

YORK IN CONTEXT

Challenges to achieving a fairer city

Whilst a flagging economy affects groups across society, many of those at the 'top end' appear insulated from its impacts. In the UK, we continue to see evidence of inflated top incomes and bonuses that outpace the growth of other income groups, especially those earning the very least. Whilst less pronounced in York than nationally, this increasingly uneven distribution of wealth and its impact on social cohesion is a central issue for fairness in the UK and in York.

A number of other national policies will also have pronounced impacts on incomes and inequalities. Chief amongst these are changes and cuts to welfare and benefits. Those people in receipt of multiple benefits face a significant cumulative impact. National research by the Family & Parenting Institute⁷ shows that it is generally families with the lowest incomes who will lose most from the reforms. Non-working lone parents face a 12% drop in income on average - equivalent to £2,000 per year. It further shows households with young children and large families will be hard hit, and raises concerns about knock-on increases in the number of children living in poverty and on some minority ethnic groups who statistically tend to live in larger families. Carers are also identified as a vulnerable group who will come under increasing financial strain through tax and benefit changes.

Housing is another key area where reforms will impact on inequalities. Exact figures are hard to determine, but just taking into account changes to Housing Benefit and Local Housing Allowance, people in York will be £2.9 million a year worse off.

Some measures that will affect the incomes of those in work will be offset by others so the overall picture is complex. For instance rises in tax free allowances will assist those who are in work but on a low income, however changes to child tax credits will have negative impacts for some groups, whilst cutting the 50% top rate of tax will most benefit those on high incomes. We cannot be blind to the impact of such policies on inequalities in York.

The tax and welfare systems are not the only areas where there are substantial changes. Health, education, and economic development are others. And all of the changes are taking place against a backdrop of less public money, higher citizen expectations, and rising demand for public services. York, like towns and cities up and down the country, is unpicking exactly what this means for local public service provision.

⁷ Impact of Austerity Measures on Households with Children; Families in an Age of Austerity January 2012; Browne IFS and Family & Parenting Institute

How the public sector responds to these challenges is the subject of much discussion. The Commission for the Future of Local Government for example has looked at how local government can help meet social and economic challenges. Its findings propose a model of civic enterprise in which councils become more enterprising, businesses and other partners become more civic, and citizens become more engaged⁸. For York, working across boundaries, particularly with partners in the two Local Enterprise Partnership⁹ areas in which the city sits, will be vital.

These factors - outside the control of city - will continue to play out in York. The danger is that the gap between those people already living in poverty or on low incomes and those who are more affluent continues to grow, bringing with it the damaging effects we know to be associated with more unequal societies.

This makes the adoption of recommendations in this report even more essential. Arrived at through consideration of the context discussed here, available evidence and in depth local consultation, they have the potential to bring the city together in what is now and will continue to be for the foreseeable future a very difficult time.

⁸ Commission on the Future of Local Government; July 2012

⁹ York sits within two Local Enterprise Partnership areas - the Leeds City Region Enterprise Partnership; and the York, North Yorkshire and East Riding Enterprise Partnership

INEQUALITIES IN YORK

The evidence

The Commission has considered the facts on fairness in York - evidence crystallised in specially prepared papers on six key topics (summarised in Annex B and available on the Commission's website.)¹⁰ These papers were complemented by evidence gathered through the consultation process and analysis of extensive material from the Joseph Rowntree Foundation (JRF).

The evidence presents a tale of two cities. York is on the one hand thriving. Its economy is strong; its population is well educated, relatively affluent and healthy; and it enjoys a rich built and natural environment. In fact, 40% of people live in the best 20% of lower super output areas (LSOAs)¹¹ in the country; one of which has recently been placed as the tenth least deprived area in the country.¹² However, these averages mask inequalities. The city has eight LSOAs¹³ in the 20% most deprived nationally and one¹⁴ in the 10% most deprived. They are home to roughly 13,000 people, and others experience deprivation outside these areas. Whilst not as extreme as in many English cities, inequalities are clear, socially damaging and demand action.

We now summarise the 'fairness' challenges that emerge topic by topic.

a) Health and Wellbeing

Overall, York performs well - life expectancy is longer than average and limiting long-term illness is lower, as are infant mortality and early death rates from heart disease, stroke and cancer. However, health is substantially and shamefully worse in York's deprived areas. Three issues stand out.

- **Male Life Expectancy** - men living in the least deprived areas live a staggering 9.9 years longer than those in the most deprived areas (the equivalent gap for women is 3.6 years).
- **'Healthy' Life Expectancy:** Disability-free life expectancy is lower in the most deprived wards, with sizeable gaps for both genders.
- **Mental Health:** An estimated 36,000 people in York experience mental health problems ranging from depression to dementia, with approximately 1,400 people suffering from severe and enduring mental illness. Prevalence is more than twice as high in the most deprived areas.

¹⁰ www.yorkfairnesscommission.org.uk

¹¹ Lower Layer Super Output Areas (LSOAs) are small geographic areas used for the creation of local statistics. They average 1,500 residents. There are 118 LSOAs in York

¹² Church Urban Fund, May 2012

¹³ Three areas in Westfield ward, two areas in Clifton ward, Hull Road, Guildhall, and Heworth wards

¹⁴ Kingsway West

b) Income, Economy and Jobs

Despite the recession, York's economy is relatively strong and resilient, with lower than average unemployment. Slow growth is one issue (predicted to average just 0.75%¹⁵ per annum between 2011 and 2015), and a key challenge is to prevent people who were already disconnected from the economy during times of growth from slipping further away from opportunity.

- **Employment:** There are high concentrations of unemployment in Westfield, Guildhall, Heworth and Clifton. Along with Hull Road, these wards make up 52% of York's long term unemployment. The number of workless households (including those with children) is increasing. York's female claimant rate is at the highest level for 13 years, youth unemployment is up, and the number of young people who are not in education, employment or training ('NEET')¹⁶ remains too high.
- **Income Inequality:** Gross average weekly full time wages in York are £492, just lower than the Great Britain average (£503). They are lowest in the Hull Road and Clifton wards. Income inequality in York is not as pronounced as nationally.

c) Education and Training

York performs well on most education and skills indicators, but again there are sizeable variations for different areas and groups. Two issues stand out:

- **Early Years Provision:** A child's early years experience has a pronounced and lasting impact on their life chances. A good start in life is vital and early years provision has a key role to play. But there are issues around affordability, flexibility and the extent of provision in more disadvantaged areas. Notably, one of the lowest levels of take up of free child care is by households with an income of less than £15,000.¹⁷
- **Education and Attainment:** Pass rates are above national averages, but despite improvement, major and unacceptable gaps in attainment remain. There is an unequivocal link between the low incomes that trigger eligibility for free school meals and lower attainment. In 2011, the proportion of children eligible for free school meals¹⁸ who gained 5 GCSEs at A*-C including English and Maths (31%)

¹⁵ Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Econometric Model data

¹⁶ NEET classification comprises people aged between 16-24, with frequent focus on the 16-18 subgroup

¹⁷ City of York Childcare Sufficiency Assessment

¹⁸ Free meals are available to any full-time pupil who attends a local authority maintained school and meets government set eligibility criteria based on parental receipt of named benefits.

INEQUALITIES IN YORK

The evidence

was half of York's average pass rate (62%). Larger gaps exist for looked after children and those with special educational needs.

d) Housing and Homelessness

Average house prices in York in 2012 were £178k compared to £118k regionally¹⁹ and York's house price to earnings ratio was 8.4:1 compared to a regional figure of 6:1²⁰. Both figures give an impression of the severity of York's housing situation and its high prices. Key housing issues are:

- **Balancing supply and demand:** There is simply not enough housing in the city across tenure types. Intense competition for housing drives up prices and rents, beyond the reach of those on even average incomes. For a variety of reasons, like many places York struggles to meet targets for new homes, including those for affordable housing; and there are long waiting lists for such properties. Just 8% of actual 'local housing need'²¹ is being met year-on-year. High levels of under occupancy exacerbate the situation.
- **Poor housing and impacts on health/wellbeing:** Although there is both good quality and relatively poor housing in all sectors, the worst conditions are predominantly found in the private rented sector and in certain wards (Acomb/Westfield).
- **Fuel poverty²²:** Estimated at affecting 8% of households in 2008, fuel poverty is likely to have risen sharply since as incomes have risen far more slowly than energy costs. Rates are highest in the private rented sector.
- **Improving housing choice and preventing homelessness:** Over 990 households were prevented from being homeless during 2011/12. This is an increase of more than 350 on the previous year and shows the rising pressure on the city's housing resources.
- **Needs of specific groups:** This includes an identified need for additional pitches for Gypsy, Traveller and Show people; and improved housing choices for older and disabled people. There is a lack of good local data on the housing needs of other minority groups and this should be addressed as a matter of priority.

¹⁹ Communities and Local Government, Local Level House Prices

²⁰ Based on ONS figures of average median gross earnings

²¹ Housing Need is as defined in CLG's Planning Policy Statement 3

²² A household is in fuel poverty if it spends more than 10% of its income on energy

e) Communities of Interest

A number of communities are often more concentrated in deprived areas, including Black, Asian and Minority Ethnic (BAME) communities, disabled people, unemployed young people, children living in poverty, teenage parents, and vulnerable older people. Many of these people are facing multiple inequalities. Examples include:

- **BAME communities** can experience poor housing, social isolation, difficulty in accessing services and jobs, and varied educational attainment. Gypsies and Travellers also suffer poorer health and education outcomes.
- **A rapidly ageing population** is bringing challenges, particularly on health, social care and housing options.
- **The number of children living in poverty** (4,450) is increasing. 60% of all child poverty in York is in Clifton, Hull Road, Westfield, Guildhall, and Heworth wards.

f) Communities and Volunteering

York fares well on measures of neighbourhood satisfaction - people like where they live and the majority do not feel there are social problems in their neighbourhood. However, sense of belonging was much lower for those from a BAME background. Other key points are:

- **23% of people regularly volunteer** - the same as national average.
- **York has a large and varied voluntary and community sector**, with 22 international, 108 national and 627 local charities based in York. Expectation and ambition for the voluntary sector is rising, including for service delivery, but funding challenges mean that capacity is stretched.

FAIRNESS PRINCIPLES

As in our Interim Report, we have identified (and refined) a set of ten Fairness Principles. These are intended to inform and guide decision making across public sector agencies, businesses, the voluntary and third sectors, and the citizens of York. We are inviting individuals and organisations across the city to sign up to these principles. Applying these principles will help York in its goals of creating a better and fairer society.

Not all of the principles will apply equally to each sector or organisation. So we ask organisations to support the set as something they advocate for the city overall and to apply the principles that are relevant to their own operations wherever there is potential to do so. The first three principles in particular are intended to have relevance to all organisations.

The principles are:

- 1 Make reducing income inequalities a core value in decision making, e.g. by paying a living wage.**
- 2 Build social factors into procurement and contracting** to promote good employment practice, enhance local supply chains, reduce inequalities and heighten opportunities for unemployed people in York.
- 3 Strive for excellence in York's organisations and the way they work together** so that corporate social responsibility is the norm, services are delivered efficiently and effectively, and the city builds a reputation as a leader in tackling inequalities.
- 4 Empower and extend opportunities for disadvantaged groups and individuals.**
- 5 Adopt a long term view and a preventative approach** that acts now to prevent bigger problems in the future.
- 6 Take decisions and run services in an open and transparent manner, listening to and engaging with communities** and customers, including the most disadvantaged.
- 7 Embed a creative and 'can do' culture** that strives for new solutions and opportunities, even when there are difficult challenges and limited resources.
- 8 Exert influence outside York** to address external factors that drive inequalities or restrict local action within the city.
- 9 Target investments and services to reduce inequalities** and improve life chances in the most disadvantaged areas.
- 10 Promote and prioritise sustainable economic growth that maximises opportunities and benefits to all people**, including the most disadvantaged (e.g. jobs, wages and wellbeing).

HEADLINE RECOMMENDATIONS

Recommendation A

Following extensive consultation and assessment of evidence, we have arrived at seven headline recommendations. These are strategic and their delivery will make a significant and long term impact on fairness in the city.

Implementation of each recommendation is not, and cannot be, the sole responsibility of any one organisation. It will instead require a partnership of businesses, voluntary sector organisations, public agencies, politicians and community leaders coming together in a unique common effort. The Commission proposes that a 'lead partner' - an organisation whose remit is most appropriate - be identified for each recommendation. This body would take responsibility for:

- **Preparing detailed action plans to make delivery a reality;**
- **Advancing action;**
- **Co-ordinating the activity of all relevant partners; and**
- **Publicly reporting progress.**

The principles of equality and diversity cut across all of the recommendations. This is fundamental to our goal of ensuring that people from all of York's communities - no matter what the reason for the disadvantage they experience - are able to improve their socio-economic position and helped to do so by the systems and policies in place.

These recommendations are supported by a wide range of more detailed and specific ideas and proposals for action raised through the consultation and set out in part two of this report.

Recommendation A Make York a Living Wage City and inspire Yorkshire to become a Living Wage Region

Rationale and Benefit

York is one of the most equal cities in England and has a relatively small gap between the groups of people on the highest and lowest incomes.²³ However this must be set in the context of the UK's income disparities being far greater than in the

²³ Cities Outlook 2011; Centre for Cities (2011)

1970s and amongst the most unequal in the developed world²⁴, with gaps fuelled in the main by runaway income growth for top end earners.

The lowest incomes in York are concentrated in eight deprived areas. The combination of relatively low employment, rising living costs, low wage rises, and welfare cuts means the poorest individuals and families in these areas and elsewhere in York are experiencing declining disposable incomes (relatively or in real terms). The associated knock-on impacts can extend to health and social problems.

Employment is widely seen as the best route out of poverty. We support this view in broad terms and back efforts across the city to boost employment opportunities for all (see recommendation B). But work does not always spell an end to poverty, nor translate into well-being. Almost two-thirds of children growing up in poverty in the UK live in a household where at least one person works.²⁵ They are the children of parents trapped in what has become known as 'in-work poverty'. Their parents are choosing to work but still do not earn enough to take their families above the poverty line. The trend towards this in-work poverty is rising, including in York, and is incompatible with what we should expect of a modern day city. Reversing this trend must be a priority.

Helping people to reduce living costs is one positive option for intervention, for instance by assisting people to cut their energy and transport bills. The other is to raise the wages of those on the very lowest incomes through paying (and encouraging others to pay) a 'living wage'. This is a rate that - when applied alongside full take-up of in-work benefits - allows people to achieve a minimum socially acceptable standard of living. It provides for necessities such as shelter, warmth and food, and allows for some ability to weather unexpected expenditure. The Living Wage is set at £8.30 in London and £7.20 for the rest of the country²⁶. It is above the National Minimum Wage of £6.08. We want everybody in York to earn at least a Living Wage - achieving this is central to becoming a poverty free city.

Research by the Joseph Rowntree Foundation (JRF) backs and extends the idea of a Living Wage by calculating how much a person needs to earn to meet a minimum income standard - based on public views of what is required for a basic, needs focused, standard of living. This concludes that a single person in the UK in 2012 needs to earn at least £16,400 a year before tax to afford a minimum acceptable standard of living. Two parents need to earn at least £18,400 each to support

²⁴ See for example Divided We Stand: Why Inequality Keeps Rising, OECD, 2011

²⁵ www.cpag.org.uk/child-poverty-facts-and-figures

²⁶ London living wage is set by the Greater London Authority. Loughborough University's Centre for Research in Social Policy calculates the living wage for outside London.

HEADLINE RECOMMENDATIONS

Recommendation A

themselves and two children.²⁷ For people in a full time job working an average number of hours this level is above the Living Wage, and we advocate meeting this standard where possible.

There is an increasing trend towards paying a living wage across the public and private sectors. For example the Greater London Authority was one of the first to pay a living wage, directly to its employees and indirectly to others through its procurement standards and processes. The Scottish Parliament is another large public body that does likewise. Many more local authorities across the country have since introduced or are committed to policies to pay a living wage and/or reduce pay differentials between top and bottom earners. The number continues to grow, just as it does in the private sector, where prominent examples include large companies such as KPMG.

We have debated the living wage concept, notably with local businesses, in our consultation. The case for its payment is becoming increasingly strong and supported. The benefits are threefold.

For individuals and families a living wage offers an incentive to work; a way out of in-work poverty; and a cushion against the impact of reductions in tax credits. The overall impact is to allow individuals to avoid poverty, and ideally to progress to at least a minimum income standard as defined by the JRF work noted above. A living wage is all the more important in a city like York where living costs - especially for housing - can be high but incomes are below national average.

For business, firms that pay a living wage have reported improvements in work quality and productivity, falls in absenteeism, positive impacts on recruitment and retention, and increased consumer awareness of the business as an ethical organisation. It helps to build a business' sense of place and connection to the community in which it operates. The impact on firm wage bills is often raised. It is true that for some employers the cost would be more easily absorbed than for others. However, recent research²⁸ has found that even for typically low wage sectors such as retail and hospitality, paying a living wage would not be "impossible" to implement.

For society, the living wage helps to reduce income inequalities, particularly when implemented alongside efforts to moderate executive level pay and reduce pay

ratios between the lowest and highest paid workers. Evidence²⁹ shows how greater inequalities worsen outcomes across society on indicators such as housing, health, child wellbeing and crime.

For society, the living wage helps to reduce income inequalities, particularly when implemented alongside efforts to moderate executive level pay and reduce pay ratios between the lowest and highest paid workers. Evidence shows how greater inequalities worsen outcomes across society on indicators such as housing, health, child wellbeing and crime.

Delivery

In order to make York a Living Wage City, we propose that:

A1 The City of York Council sets a realistic time frame for itself to introduce a living wage policy. This should include reform of procurement policies so that the Council becomes a role model for living wage policy and influences others it buys from to pay the living wage.

A2 The introduction of a living wage is promoted across the city. This must use political, business and community leadership to champion the living wage across all sectors - public, private and voluntary - as a matter of priority. It will include drawing on representative organisations for local business and forums in which businesses come together in the city.

A3 The introduction of a living wage is advocated as part of business planning, so that organisations can introduce it in a manner that is as speedy as possible but pragmatic. That allows organisations to deal with implications beyond York or on internal differentials, and for phased introduction for those who cannot implement it immediately.

A4 A Living Wage City brand is developed that accredits employers that pay the living wage; can help them to gain business benefit from it, and that makes paying a living wage something to be proud of. This should draw on best practice and living wage / fair pay campaigns nationally.

²⁷ A Minimum Income Standard for the UK in 2012; Abigail Davis, Donald Hirsch, Noel Smith, Jacqueline Beckhelling and Matt Padley; Joseph Rowntree Foundation; 10 July 2012

²⁸ What price a living wage? Understanding the impact of a living wage on firm-level wage bills; Matthew Pennycook; IPPR and the Resolution Foundation (May 2012)

²⁹ Marmot Review: Fair Society, Healthy Lives 2010; The Spirit Level, Richard Wilkinson and Kate Pickett, Penguin Books, 2009; and Does Income Inequality Cause Health and Social Problems?, Karen Rowlingson, JRF, 2011

HEADLINE RECOMMENDATIONS

Recommendation A

Beyond the city of York, we have an ambitious vision for the wider region to become a place in which the living wage is embraced. In the first instance we call on **all Local Authorities in Yorkshire and Humber to pay the living wage** within a realistic time frame using the work of the City of York Council as a model of good practice. This reflects the fact that labour markets and business competition extend beyond local boundaries. The two Local Enterprise Partnerships that York is part of cover most of Yorkshire and Humber and these bodies could be key to extending promotion of the Living Wage to businesses in the wider region too.

Measures of Success

A clear initial measure of success will be full implementation of a living wage across the City of York Council. For the wider public, private and voluntary sectors, monitoring should be based on the number of organisations introducing the living wage. Over time its introduction and wider work to pay a minimum income standard and to reduce pay differentials in organisations should help to heighten income equality and reduce deprivation across York.

Wider Considerations

This recommendation has wide reaching impacts for breaking cycles of poverty, including in-work poverty and child poverty, and the cycles of deprivation that often extend across generations. This recommendation also goes hand in hand with that in recommendation B to connect all of York's residents to sustainable economic opportunity.

It is important to note also that the living wage is still in relative terms a low income. Its value is premised on full take-up of benefit entitlement. The Commission sees this recommendation as intrinsically linked to addressing the type of help and advice that individuals and families can access around for example benefits, money management and housing, as set out in recommendation C.

Over the longer term, and connected to wider work to reduce income differentials, we believe reduced income inequalities will further support improved outcomes on health, education, crime and many other aspects of life in York - for those in less affluent areas and the population as a whole.

HEADLINE RECOMMENDATIONS

Recommendation B

Recommendation B
Deliver an inclusive approach to economic development that creates jobs, tackles worklessness, and ensures all of York's citizens can contribute and prosper.

Rationale and Benefit

Too many people in York are either not part of its economy or miss out on most of what it brings. With gloomy economic forecasts, further cuts to public sector jobs in the pipeline, and physical development stuck in the slow lane, there is a very real danger that position could worsen.

York does have assets in science, technology and innovation and it is rightly seeking to exploit these. But these are likely to create only a fraction of the jobs the city needs. York's economic vision must reach further and wider. It must ensure that jobs grow in all parts of the economy and at all levels. That includes less fashionable concerns such as entry level jobs, and sectors like rail and engineering (which have a tendency to export and are well positioned to exploit new opportunities), and tourism and hospitality, that provide high volume employment opportunities. These are entwined with York's history and can be a vital part of its future.

York's high house prices and below average incomes mean that spending power is stretched. Many people are forced to live outside the city and face long commutes in to work. The cost of this quickly adds up and adds to the difficult financial position many people find themselves in. Whilst sectors such as tourism are integral to the city, base level jobs within them can come with long hours, low pay and limited opportunity for progression. York needs to encourage more employers to follow the example of the best businesses in training and developing their workforce, raising competitiveness, and sharing the benefits with employees in the form of improved pay, conditions and career development.

We want to see a thriving and resilient York economy that leads the way in promoting fairness and inclusivity. Besides introducing a Living Wage, that means expanding opportunities for all by growing existing businesses and attracting new ones; helping more people to start their own business or social enterprise; and creating more jobs

HEADLINE RECOMMENDATIONS

Recommendation B

that are open to the unemployed. That will not happen of its own accord or by just sorting out the 'top end' of the economy - trickle down economics does not work³⁰. Instead, York must take a proactive approach. One which helps people, especially those facing disadvantage, to develop the skills, abilities and attitudes that will help them to secure work, add value and command higher salaries.

Work is the best way out of poverty for many, but it is not the only way people can make an economic contribution. Those who are volunteers or carers add greatly to society, whilst those who are completing study or training are building skills ripe for the workplace and beyond. Our vision values the contributions of all those who are adding to York's economy, its social wellbeing, sense of community and environment.

Poverty and unemployment are made worse by unscrupulous operators who prey on people struggling to make ends meet. The likes of loan sharks and payday loan companies who charge exorbitant interest rates should have no place on the streets of York. The city should do everything in its power to curb the operations of those who exploit people in financial difficulty. It should extend education and advice on money management and support the growth and use of credit unions.

Social, economic and environmental issues are inextricably linked. A sustainable economic approach must greatly reduce York's carbon emissions, safeguard its environmental quality and take advantage of opportunities to create 'green jobs' in fields such as energy, transport and waste. As well as their environmental benefits, these measures can assist business competitiveness and reduce household utility bills - enhancing disposable incomes and tackling fuel poverty.

Delivery

Currently, too many businesses say that "York is closed for business". The city needs to counter that perception and accommodate sensitive and sustainable growth that benefits people. So we support the York Economic Strategy's ambition of becoming '**a top 5 UK city economy that delivers for business, people and the environment**'. Much of the Strategy's focus is on international business, innovation and cutting edge science. It is vital that elements that support inclusion, incomes and jobs are just as high profile - putting greater emphasis on effective implementation in these areas, and on low carbon measures, will be crucial to success.

We propose four points that should be prominent and prioritised:

³⁰ Whilst 'trickle down' will lead to some of the wealth of those on higher incomes being spent in ways which benefit those on lower incomes, the evidence of recent decades is that income gaps have actually widened in times of growth - proactive rather than laissez faire policies are needed to combat inequalities.

B1 Expand development, the economy and its diversity, so there are **more jobs at all skill levels and across industries** - including in areas like transport and manufacturing, environmental industries, retail and tourism.

B2 **Work with people who are out of work or on low incomes** to build their skills and ability to contribute, gain employment and make progress. That includes qualifications, but also the attitudes and transferable skills that are vital to securing a job, being productive, and getting on in life. Specifically, **we recommend that a targeted initiative is developed offering intensive, personalised, life changing courses that influence attitudes and aptitudes and open up opportunity**. This should be backed by private, public and academic sponsorship and support, delivered through communities and targeted in an opt-in and voluntary way that provides those in poverty with the stimulus and support they need to escape it.

B3 Greatly expand **routes into work that combine learning and earning, such as apprenticeships** (for all age groups), backed by greater connection between employers and education, including work experience.

B4 Promote **self-employment, (social) enterprise and volunteering** as positive economic activity that should be highly valued and which embody the get up and go and the caring qualities that York seeks.

In addition, we recommend that York takes measures to reduce living costs for the poorest, and to prevent the exploitation of those in financial difficulty. Specifically, the city should:

B5 **Extend and accelerate activity to improve energy efficiency** and install 'micro renewable' energy capacity in housing, with priority for older people and those on low incomes. This will cut fuel poverty and carbon emissions whilst creating jobs in the green energy and construction sectors.

B6 Introduce a **by-law restricting the activity of payday loan companies**, and lobby to enable this if need be;

HEADLINE RECOMMENDATIONS

Recommendation B

B7 Lobby for planning, licensing or other powers to enable local authorities to keep businesses who cynically exploit those in need of money off the high street (e.g. payday loan and cash for gold shops); and

B8 Promote the credit union offer and **extend financial education and advice** on money management.

Measures of Success

These should cover the overall health of York's economy, and crucially, the gaps between different communities. Hence all the measures outlined need to include monitoring of outcomes by locality and for different groups (e.g. age, gender, ethnicity, and disability) wherever possible:

- **Overall employment and unemployment rates**
- **Long term unemployment and workless households**
- **Income levels (and comparison to cost of living)**
- **Extent of poverty (including child poverty and in-work poverty)**
- **Self-employment, social enterprise and business formation rates**
- **Levels of volunteering**
- **Skills levels and the numbers of people who have enhanced them**
- **Resource efficiency and carbon emissions**

Wider Considerations

This recommendation complements others we have made; especially recommendation A on the Living Wage and minimum incomes, recommendation C on the help and advice system, and recommendation D on housing and development. On the latter, it is clear that the growth of jobs and incomes connects to the growth of the city overall. Clear, integrated and workable strategy is needed to plan for a rising population and the development needed to support it.

Connection to York's Economic Strategy and to employers and training providers across the city is critical. The principle throughout is about making sure all of York's people can contribute to its success, and that those who help to boost commercial

success share in the rewards of doing so. Corporate social responsibility in business must become the norm not the preserve of an enlightened minority.

Our economic horizons must stretch beyond York itself to the wider economy the city operates within - including North Yorkshire and the Leeds city region. Many York residents work outside the city, especially in Leeds, so participating in the 'local enterprise partnership' structures that cover these areas, and championing our inclusive economic principles within them is vital.

As with the Living Wage, we believe reducing gaps between the incomes and employment levels in different areas and communities will contribute to becoming a poverty free city, a more cohesive York overall, and to reducing other types of inequality (e.g. health).

HEADLINE RECOMMENDATIONS

Recommendation C

Recommendation C Create a simple and shared system to get help and advice to people, including an easy to access central information hub, outreach centres and promotional activity.

Rationale and Benefits

York benefits from a wide range of activity to help people, especially those that are in need and/or from disadvantaged communities. There are numerous public sector programmes that seek to do so across a spectrum of issues and a fantastic array of voluntary and community sector led initiatives and activity. However contributors have made clear that too often activity on different issues and by different organisations - but designed to help the same people - is not delivered in a co-ordinated or integrated way. People are forced to speak to multiple agencies with no clear signposting or case management between them. This is likely to mean duplication in some areas whilst gaps are left elsewhere; and real potential that an individual is left unaware of the full range of support available. This leads to reduced efficiency, and crucially, means the help on offer is not as easy to access or effective as it could be.

An improved and integrated mechanism for providing and accessing help and advice would have many benefits. These would include combining the voluntary and community sector's ability to reach people with the public sector's (relative) stability, resources and service delivery role. By moving to a person centred approach, advice and support would be co-ordinated across agencies around people's needs. People would no longer have to deal with multiple processes and agencies to access help.

This approach will be of benefit to all those using the services provided, and especially so for individuals and households facing multiple problems. Helping the core of low income and disadvantaged households in York to improve their position would have a massive impact on tackling poverty given its quite concentrated nature in the city.

Delivery

We propose a model combining the following elements:

C1 A central information hub in an easily accessible and visible building in York city centre that acts as a front-door to city-wide advice services. This should co-ordinate information about available resources, be capable of assessing peoples' needs and directing them to relevant help and information, and co-locate face to face support from a number of bodies.

C2 A network of connected centres acting as spokes to this hub, concentrated in or close to areas with the greatest needs, and utilising existing resources. These centres would be smaller scale but 'on the doorstep' and wholly co-ordinated with the hub in offering support and knowledge.

C3 Outreach and promotional activity to raise awareness of the support available and ensure that information comes to people rather than waiting for them to find it. This will combine physically going out to reach the target audience, information dissemination, marketing and an online presence.

C4 A person centred approach whereby a lead worker takes responsibility for understanding people's needs and helping them to access all the help and advice they need (meaning the lead worker liaises with the mass of organisations/departments often involved, not the citizen).

Putting this approach into practice will demand senior and strategic level joint-planning by partners across the city and bring together the resources of a number of groups and agencies. The help and support on offer should span a range of issues and we recommend these should include:

- **Managing money (including debt advice and access to credit unions)**
- **Job seeking and self-employment**
- **Skills, training and personal development**
- **Benefits**
- **Parenting, childcare and education**
- **Health and social care**
- **Housing**

HEADLINE RECOMMENDATIONS

Recommendation C

- **Energy and environmental information**

The guiding principle for delivery will be maximum benefit and minimum hassle for customers. So joint working and cross referencing between workers and organisations must ensure help is seamless and easy to access. A 'no wrong door' approach will mean staff do the work for the citizen in bringing the right information or person to them, rather than passing them on to a chain of people...who all recommend somebody else. Provision will be designed to be accessible to all groups including those with specific needs such as disabled people, those who have difficulty reading or writing or with the English language, and to the Gypsy and Traveller community.

Because this is a broad and ambitious undertaking, we recommend a phased approach. This would include establishing a 'coalition of the willing' who are keen to work together and then focusing on a manageable and tangible first deliverable such as establishing a shared hub before widening out from there.

Measures of Success

It is hard to define measures of success until the exact nature and scale of delivery is known. In broad terms, indicators should be of three types: activity indicators to measure the number of people reached; quality based indicators such as customer satisfaction; and outcome indicators on the difference made, for instance to household incomes, take up of services, training and employment, and ultimately reduced deprivation.

Wider Considerations

This recommendation reflects a theme repeated across many inputs into our work about better combining the strengths of the public and voluntary sectors, and better connecting to communities. It extends across different manifestations of poverty and inequality, for instance to do with health, incomes and skills. And it seeks to foster better outcomes on each of these issues, especially for the most deprived communities in York.

HEADLINE RECOMMENDATIONS

Recommendation D

Recommendation D

Urgently address the city's housing and accommodation needs to improve availability and affordability for all, and to support sustainable economic growth, backed by a long term strategic framework.

Rationale and Benefits

York is a desirable place to live. Rapid growth in the city's population reflects this. People are attracted by the city's beauty and its quality of life, encompassing good schools and universities, cultural and leisure facilities, and good jobs in the city itself and nearby centres such as Leeds. Strong demand has created intense competition for housing across all tenure types. As a result prices and rents are high; often well beyond the reach of those on even average incomes. York's Strategic Housing Market Assessment in 2007 found that a significant number of households spend over 25% and often over 50% of income on housing, particularly in the social and private rented sectors and even in areas perceived to have lower rental rates.

Upward price pressure is compounded by the fact that supply has simply not kept up with demand. Physical constraints to do with the nature of the city, and current economic conditions have played an inevitable role in this. However other factors are within the city's control, such as the city's strategic planning and housing frameworks. These have come under significant scrutiny locally and questions can be raised around their ability to deliver the volume and mix of housing York requires. York needs to maintain the quality of life and outstanding environment that underpin its success and desirability, but it also needs to accommodate population, housing and economic growth. The city desperately needs an effective plan that combines these goals.

The Fairness Commission recognises the challenges the city faces. It is in many ways a victim of its own success. The city's desirability means that demand will quickly absorb new supply and maintain pressure on prices. This is exacerbated by proximity to Leeds and its 'city region' - many people want to combine working in Leeds with living in York. So we recognise that York cannot rely on new build alone to solve the

HEADLINE RECOMMENDATIONS

Recommendation D

city's housing problems. A sustainable approach must include improving, maintaining and making best use of the existing housing stock, including 'retrofitting' properties to improve energy efficiency, reduce carbon emissions and tackle fuel poverty.

But it remains the case that there are simply not enough homes. Moreover, if housing supply continues to rise more slowly than the city's population, house prices will rise further and exclude more people on average or low earnings from living in York.

Political will and leadership are needed to address this issue and make the case for building more homes. That must include fronting dialogue with local communities who oppose development, and should include openness to options that some will find unacceptable. Those may include development on what could be sustainable sites with good public transport links, but which may be, for instance, in the green belt, or devising flood resilient development solutions that enable building in what would otherwise be no-go areas for development. A bold, positive, and imaginative approach is required to win hearts and minds and resolve a housing situation that is stifling the vibrancy and economic well-being of the city now and for generations to come.

There are four reasons why additional (as well as better quality and low carbon) housing will help to tackle inequalities and benefit residents on lower incomes:

- **Without more housing, prices will rise more steeply excluding all but the better off from moving into York.**
- **A proportion of new housing will be affordable/social housing, which most benefits those on lower incomes.**
- **Better quality, low carbon, housing (both new and existing) will reduce living costs and enhance quality of life.**
- **Housing and development create jobs, both in construction and maintenance, and employment in new developments.**

Delivery

The Commission urges the Council and its partners to look innovatively, radically and immediately at agreeing a strategic framework for planning, land use and housing. This will provide a long term plan for addressing the city's housing and accommodation needs, support sustainable growth and meet the needs of all of the city's residents. Political ownership and leadership is the key to making this a reality. In the short term we urge that action is taken to overcome barriers to housing development on sustainable and

appropriate sites (e.g. those with good access for cyclists and public transport, which do not use up public open spaces, and do not unduly constrain employment growth).

The approach we recommend includes:

- D1 Identifying and releasing land** to bring forward new sites, including through the release of public sector owned land;
- D2 Addressing site specific barriers** preventing sites coming on stream; or that are stalling site progression;
- D3 Setting and delivering stretching yet realistic targets for affordable housing** that do not deter private developers;
- D4 Bringing forward the provision of more social housing;**
- D5 Maximising the opportunities presented by Section 106 Agreements;**³¹
- D6 Urgently exploring financial routes to helping people access housing** in the city e.g. shared ownership models and mortgage guarantee schemes;
- D7 Planning for how existing housing stock can be better utilised**, including by addressing under-occupancy and improving poor conditions in parts of the private rented sector;
- D8 Using detailed analysis of the housing/accommodation needs of specific groups** to inform housing and planning policy (including young, older and disabled people and those with complex needs, Gypsies and Travellers, and BAME communities); and
- D9 Ensuring that new house building and improvements to existing stock meets very high energy and environmental standards that will reduce living costs and fuel poverty.**

³¹ Section 106 of the Town and Country Planning Act 1990 allows a local planning authority to enter into a legally-binding agreement or planning obligation with a landowner in association with the granting of planning permission. These agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities, education, health and affordable housing.

HEADLINE RECOMMENDATIONS

Recommendation D

Measures of Success

A key milestone of success will be to have in place an agreed and approved strategic planning, housing and land use framework that, in the long term allows the city to move forward with ensuring a better, more affordable and sustainable housing supply. Other indicators will include the scale of housing needs, new housing supply, house prices to income ratios, and housing quality and energy efficiency measures.

Wider Considerations

This recommendation is borne of evidence making clear the strong links between housing and fairness. Good quality, warm, secure housing is vital to a person's mental and physical health and wellbeing. This is particularly true amongst vulnerable groups such as the elderly, or those with long-term ill health. For children good housing is fundamental to a good start in life, giving them a place to study, play and feel safe. A connection has been found between children living in poor, insecure, overcrowded housing and low educational attainment with associated knock-on effects on life chances.

There are also clear connections between housing and incomes. People on low incomes are, by and large, the least able to exercise choice about where they live. So they are often restricted to less desirable places, with the impact of further concentrating existing deprivation. In contrast, good housing can promote fairness when it enables people on lower incomes to access better schools, healthcare, job opportunities and transport connections, and to live in areas where anti-social behaviour and crime is low.

Welfare reform is a key consideration here. Just taking into account changes to Housing Benefit and Local Housing Allowance, people in York will be £2.9 million a year worse off.³² This will undoubtedly lead to a greater call on Council services and provision will have to adapt accordingly, for example to provide more houses in multiple occupation and smaller properties to help people avoid the 'bedroom tax'.³³ There is a real concern that reforms to Local Housing Allowance will force people to move to low rent areas rather than being dispersed across the city - further concentrating disadvantage.

We recognise that as land is tight there will be some trade-offs between housing and employment land and other goals. We advocate a sustainable and balanced approach that maintains York's qualities and minimises transport and environmental impacts whilst meeting housing needs.

³² City of York Council analysis

³³ Government introduction of new size criteria for housing benefit claims in social housing. This will apply from April 2013 to tenants of working age.

HEADLINE RECOMMENDATIONS

Recommendation E

Recommendation E

Make far greater use of early intervention, preventative measures and community based care to support and promote health, independent living and inclusion.

Rationale and Benefits

Health services in York face many challenges. An increasing and ageing population is fuelling demand; GPs are unequally distributed across the city; and better educated, more affluent citizens continue to take-up a disproportionate amount of available services. The system of delivery has not adapted to these growing pressures and a deficit of funds is compounding its ability to do so in the future. This is a fundamental barrier to reducing health inequalities and it needs to be addressed with urgency.

The Independent Review of Health Services in North Yorkshire and York³⁴ makes clear that health services and spending are currently focused on dealing with acute care needs. The ability to meet these needs is a hallmark of a caring society and must be safeguarded. However, there is less focus on measures that may prevent people from needing such care in the first place, or which allow people with less critical health needs to receive treatment in alternative settings that are more cost effective and less institutionalised. As the Review asserts:

“low level and preventative support - including schemes that help older people to remain independent and at home, promote healthier and active ageing, and encourage greater inclusion and informal support networks - are in limited supply”.

Such schemes can also help to delay the onset of chronic and disabling conditions and extend healthy life expectancy. They can reduce costs and improve quality of life, especially for older or frail people and those who are potentially vulnerable to illness.

³⁴ This report, published in August 2011, considered health and social care provision in depth and provides the backdrop to our recommendation and more detailed analysis. John Kennedy of JRHT, is a member of the York Fairness Commission and was a member of the Independent Review Panel.

HEADLINE RECOMMENDATIONS

Recommendation E

We ask all the key partners to work together as a matter of urgency in addressing the important issues that the Review raises, including the relationship between Health and Social Care. The two areas are largely delivered separately, but are in reality closely related. Good social care can prevent more serious health problems and the need for hospital admissions, and there is a strong case to better integrate the two services, including management and budgets.

In York, the gap in healthy life expectancy between the least and most deprived areas is nearly 10 years for men and 7.6 years for women, so tackling this issue will make a big difference to health inequalities. Its importance is all the more heightened given the pronounced trend towards an ageing population in the city and the additional pressures on health and care services that come with this.

Delivery

E1 We endorse a model which leads to **greater and more integrated provision of preventative and community based health and social care services.**

This would run alongside the continued acute and specialised health care that hospitals need to provide, and in fact support these long term. That means caring for patients in a community setting or with support at home where this is safe and appropriate, and giving people choice and encouraging them to take greater responsibility for their health to ensure they lead healthier lives. Prioritising investment in primary care and community services where there are deprived populations will be important in tackling persistent health inequalities.

E2 A **person-centred approach** to health and social care provision puts an individual's needs and life choices rather than their condition and treatment constraints at the centre of their care. More transparency and integration of budgets and management, and more cross sector working, is also needed as a part of the solution. This will enhance care, reduce costs, and better enable evidence based choices to be made about future provision.

In addition to the above approach we call for action in three further and areas:

E3 **Embed the early intervention philosophy** into the principles of the Health and Wellbeing Strategy;

E4 The City of York Council to exert its city leadership role to **challenge unacceptable standards of health care delivery;** and

E5 **Address the inequalities,** including between city and rural areas, in **accessible, high quality, primary health care.**

Measures of Success

In the short term, performance measures should be based on achieving milestones towards integration and putting new provision in place. Monitoring of the effectiveness of the care provided and patient/citizen satisfaction should follow. Long term, the key measures of success will be decreasing gaps in (healthy) life expectancy between the least and most deprived communities, including gender based gaps. These must be achieved alongside overall increases in (healthy) life expectancy for all groups.

Wider Considerations

Differences in health and life expectancy are in many ways the most stark and fundamental inequalities of all. Our focus on integrating health and social care and a more preventative approach will help to 'add years to life' and 'life to years' for some of York's most disadvantaged communities. It will support mental health and wellbeing, and further social cohesion through a community centred approach. Additionally it will help to put health care in a better financial and organisational position to deliver the care it needs to and to save lives.

We recognise that whilst it brings many benefits, a shift to integrated health and social care will not solve all of the issues around health inequalities. So we advocate complementing this approach with other activity focused on the needs of particular groups, issues or health gaps. For instance, community led health promotion activity and outreach work delivered through the proposed new help and advice network (recommendation C) will help to tackle the high male mortality rate in the most deprived areas. Moreover, reducing income inequalities (recommendation A) will in itself tackle root causes that lead to intractable health inequalities across York's population.

HEADLINE RECOMMENDATIONS

Recommendation F

Recommendation F Ensure childcare, the learning environment and education help to tackle inequalities.

Rationale and Benefits

The substantial impact of education and childhood experience on subsequent life chances, employment and inequalities is both self-evident and scientifically proven. Children who get a better start in life, from very early years onwards, are much more likely to go on and flourish. In York, there are sizeable and stubborn gaps between the educational attainment of children who are from poorer or disadvantaged backgrounds and their peers, and there are risks that these gaps will grow. Unless that trajectory can be reversed, we will always be fighting an uphill battle to reduce inequalities and eradicate poverty in the long term.

We see three key areas where evidence shows a difference can be made:

- **Childcare provision and access to it**
- **Parent involvement in education and the learning environment**
- **The impact of teaching and schools**

Improvements that benefit children from low income backgrounds and deprived areas in each of these areas will benefit society as a whole and underpin York's economic future. Action will have greatest impact on those groups who currently have, on average, lower educational attainment, including children in receipt of free school meals, looked after children, children with special educational needs, and children from particular ethnic or cultural backgrounds.

Delivery

The detail of delivery will need to be worked up with both expert and community input. However the broad approach we recommend in each of the three areas we highlight is outlined below.

F1 Childcare: The key need is not overall provision but specific needs and audiences. These include better availability of affordable, flexible, short term and sessional childcare; childcare for disabled children; facilitating higher uptake of childcare by those on the lowest incomes; and ensuring that sufficient good quality childcare is available in/close to deprived areas when free provision is extended in 2013 to children aged 2 whose parents are on low incomes.

F2 Parental involvement in education and the home learning environment are proven to influence educational outcomes. York needs to build on the asset of its children's centres and learn from good practice in supporting parents to get more involved in helping their children's learning from early years onwards. That will involve overcoming barriers for parents whom may not feel comfortable in a school environment, or who themselves have difficulty with maths or English. So building the self confidence and skills of parents is important, and examples of successful schemes include those where children and parents have learned together. Wider mentoring and role models in the community and in schools may further support a positive learning culture. Evidence on good practice in this broad area of parental engagement should be put to and discussed by key figures in education, including head teachers, to help drive implementation.

F3 The impact of teaching: York already has high quality schools and we must strive to ensure children from all backgrounds receive an excellent education. The quality of teaching impacts on results and is central to achieving that. We need to ensure that the schools where children face the biggest challenges have more than their share of the very best teachers, including those with the ability to inspire pupils who may be reluctant learners. We recommend reviewing and applying ways of attracting and retaining such teachers in the schools where disadvantage is most prevalent. Additionally, we call for enhanced information sharing between educational bodies to enable them to better tailor provision to pupils; the continuation of enriching and vocational activities and options; and stronger connection between schools and businesses, including to help inform young people about the world of work and career choices.

HEADLINE RECOMMENDATIONS

Recommendation F

Measures of Success

The key outcome measures will be in educational attainment gaps. York must continue its high overall educational attainment compared to national average, whilst at the same time, reducing the gap between average attainment rates and those of groups with lower attainment, such as pupils eligible for free school means and looked after children. Achievement of 5 GCSEs A*-C or equivalent including English and Maths is one key measure. This needs to be complemented by monitoring of gaps at every stage where educational performance is assessed, as well as uptake of childcare places across communities, and activity measures specific to new initiatives to promote greater parental involvement in education.

Wider Considerations

Enhanced educational attainment and improved life skills (e.g. attributes like self-confidence, communication skills, teamwork, creativity and drive) amongst those from low income backgrounds should have a pronounced long term impact on all aspects of equality, including incomes and health. This recommendation has focused chiefly on provision and attainment and keeping children engaged with education. It must be complemented by ongoing activity to ensure all children feel safe and comfortable in school, for instance work to combat bullying and discrimination, including that based on race, disability or sexual orientation. Parents from all backgrounds should feel assured that their children will gain an excellent education in York and feel safe and valued in the school environment.

The engagement and involvement of young people in recognising issues and finding their own solutions can also have a hugely empowering impact, both in developing life skills and delivering results. York Youth Council's active engagement with the Fairness Commission, and work to reduce transport costs for young people are good examples of this. Their anti-poverty campaign further makes valuable points about ways in which schools can take positive action. These include the cost of school uniform, the process of accessing free school meals, and financial education (to help people avoid and better manage debt). We endorse these suggestions which are detailed further in **'Ideas for Action'**.

HEADLINE RECOMMENDATIONS

Recommendation G

Recommendation G

Further assess the full range of ideas and proposals for action made in part two of this report and agree mechanisms for taking them forward.

Rationale and Benefits

A vast range of ideas and proposals for action emerged through the consultation process. They are set out in **'Ideas for Action'**. Some are very practical, 'quick-wins', highlighting where more could be achieved by doing something slightly differently. Others are more complex and would involve more detailed reorganisation of current activity, new action or partnership arrangements, or funding. All have the potential to make an impact on fairness in the city.

The Commission has deliberated how best to present this input. There are too many points to list each as individual recommendations. However, sandwiching them into a small number of headline recommendations would risk losing valuable points of detail and diluting their diversity and impact. Our approach is therefore to set out the wide range of points that have been made into a companion report **'Ideas for Action'**. They have been summarised and merged as appropriate and are backed by a statement on our recommended overall response. All of this detail is included here in our main report as one headline recommendation to afford them due prominence. This gives the people and groups concerned with them the traction to progress debate and action and puts into practice the principle of listening, engaging and acting in response.

Delivery and Measures of Success

Given the numbers involved, the Commission does not intend to set out detailed delivery responsibilities or expected outcomes for each point. This will be an ongoing process reflecting specific agreed actions and requiring ongoing dialogue and engagement facilitated through the relevant lead organisations with their stakeholders.

'Ideas for Action' is available on our website www.yorkfairnesscommission.org.uk

MONITORING AND NEXT STEPS

As the Fairness Commission has been set up on a 'task and finish' basis, we will not have a long term presence or be able to monitor the implementation of our proposals. The intent is that the fairness agenda in York becomes mainstreamed, so that it is owned and driven by the organisations with the power to make a difference and the communities to whom it matters. We envisage a sustained campaign by all of these key organisations will be required over a period of years. That should include action to embed the fairness agenda within York and to learn from and connect with those working to on fairness and inequalities elsewhere in the UK and internationally.

We see our final report not as an end in itself - but as the beginning of a campaign for fairness in York. Driving this campaign forwards with energy and to sustain ongoing commitment to the delivery of our recommendations requires civic leadership, partner ownership and fairness champions.

Civic leadership

City of York's elected councillors are representative civic leaders of place committed to fairness. Their leadership is needed bring the city together to respond to our challenges. We ask them to:

- **sign up to the Fairness Principles and widely promote the case for fairness across the city;**
- **respond formally to the Commission's report giving a commitment to driving the delivery of the recommendations through the Without Walls Partnership; and**
- **take lead responsibility for monitoring delivery and publish an annual 'Progress Towards Fairness in York' report tracking the city's progress.**

Partner ownership

The Without Walls (WoW) Partnership is York's overall strategic partnership and brings together the public, private and voluntary sectors at senior level. It considers wide ranging issues including health, the economy, education, housing, transport and the environment. Together the partners represent the organisations that have the power to make a difference in York. Their joint ownership of the recommendations will place fairness at the heart of planning and decision-making about resources across the city. We ask them to:

- **sign up to the Fairness Principles and include them in the WOW Vision for York;**

- **commit to supporting the delivery of the headline recommendations through the WOW City Action Plan; and**
- **look at how each partner can make a difference through what they do in their organisations.**

Fairness Champions

In our engagement with individuals and organisation across the city we have encountered many people with a passion for fairness who know from personal experience what the delivery of our recommendations would mean. We recommend that these 'fairness champions' are given a transparent role in future delivery and monitoring arrangements, to ensure that fairness and equalities remains a high profile issue, to assess how far actions have been implemented, and to monitor overall outcomes.

Monitoring

The Council will itself decide the detail of how best to proceed on monitoring and implementation. That task neatly divides into two roles. The first is to routinely track how far actions have been delivered, and to instigate follow on discussions or actions where needed to address any problems or changes. Doing that effectively will require clear responsibility for the task to be allocated to a body (or bodies) with the capacity to carry out the role.

A second task is to report on performance on fairness and equalities outcomes over the long term. A list of indicative outcome indicators that we advise should be reported on an ongoing basis and feed into the annual Progress Towards Fairness reports is on pages 50 and 51.

Next Steps

Our work has been focused on inequality in York. We see also the great value of further connecting with and learning from other cities and groups who are working to combat inequalities. Doing so will help us to develop new and innovative ways of tackling inequality, enable joint lobbying where that is required, and keep fairness high on the city's agenda.

We recommend that York hosts an international conference of cities and organisations who are working to promote fairness. This should be a forum that enables participants to learn from and be inspired by each other. Hosting this in York will build on and reassert the city's history as a pioneer in promoting social inclusion and reform, build on the work of the Fairness Commission, and on the expertise and reputation of bodies such as JRF.

INDICATIVE OUTCOME INDICATORS

Indicative outcome indicators to be monitored

Indicators are listed by theme, although some will link to more than one theme or be overarching in nature. For all of them, as far as possible **monitoring should include how performance varies by level of deprivation and for different communities and groups** of the population.

Health and Wellbeing

- Life expectancy (for men and women)
- Healthy/disability free life expectancy
- Prevalence of all types of mental illness
- Mortality rates (including from cancer, heart disease and stroke)
- Infant mortality
- Healthy lifestyles (diet, exercise and smoking, etc.)
- Social care and independent living

Income, Economy and Jobs

- Income levels
- Employment rate
- Unemployment (Claimant Count)
- Long term unemployment and workless households
- In-work poverty rates
- Child poverty
- Self-employment and business formation and survival rates
- Resource efficiency measures (energy, waste, etc.)
- Carbon emissions
- Transport and infrastructure (e.g. journeys by mode, commercial property)

Education and Training

- Performance at Key Stages 2-4, including GCSE pass rates (5 GCSEs A*-C including English and Maths)
- Overall performance of schools and settings (e.g. OFSTED judgements)
- Childcare provision and take up
- Performance at Key Stage 2-4
- Qualitative measures of satisfaction with education and its impact

Housing and Homelessness

- House price to income ratios
- Housing affordability, availability and need
- Housing completions
- Homelessness (including prevention of and temporary accommodation)
- Fuel poverty and housing energy ratings (new and existing homes)
- Extent of under-occupancy and overcrowding
- Environmental and neighbourhood quality - e.g. access to open space

Communities and Volunteering

- Volunteering levels
- Neighbourhood satisfaction
- Community cohesion measures
- Community participation measures (e.g. in decision making, voting levels)
- Civic participation by young people

Communities of Interest

These measures are cross cutting and are chiefly about monitoring how different communities (including by ethnicity, gender, age, disability, etc.) fare and compare on the issues and indicators set out under the other themes.

ANNEX A

Recommendations of the Interim Report

The Fairness Commission made 30 recommendations to the City of York Council in its Interim Report published in November 2011 as follows:

On Potential for Savings and Protection of Essential Services

- 1 Explore elements of Highways spend as a potential area for major savings.
- 2 Remove budget allocations to Ward Committees.
- 3 Protect named services (principally Children's Social Care and Adult Provision).

On Generating New and Additional Income to Help Protect Services

- 4 Raise Council Tax by 3.5 - 6% to protect services and avert steeper rises in the future.
- 5 Facilitate sustainable economic growth to boost long term income.
- 6 Explore options for introducing a York Visitor Heritage Contribution (a 'tourist tax').
- 7 Explore and adopt creative approaches to income generation.

On the Council as an Efficient, Effective and Equitable Role Model

- 8 Act as a role model for best practice procurement processes.
- 9 Collaborate more and better across sectors to deliver better and get more from the available resource.
- 10 Work towards more even distribution of pay, and fairness in terms and conditions.
- 11 Continue to explore the implications of paying a Living Wage within the Council and set a realistic time frame for its introduction.
- 12 Ensure the Council is best in class for efficient delivery systems, co-ordination across services, and a culture where staff are engaged, valued and respected.

On Incomes, Employment and the Economy

- 13 Put benefit advisors where they are most easily accessible to users.
- 14 Continue and expand work to reduce the living costs/bills of those in greatest need (e.g. through energy efficiency measures and tackling fuel poverty).
- 15 Ensure economic development strategy and activity focuses on the quality and accessibility as well as the quantity of jobs, and on inclusion as well as growth.
- 16 Deliver a programme of action that tackles barriers to work (e.g. child care).
- 17 Encourage the creation of 'green jobs' in sustainable industries.

- 18 Make training and employment opportunities for young people a priority and radically expand the number of apprenticeships on offer.

On Transport

- 19 Extend the 'YoZone' card for discounted bus fares up to the age of 18 and explore other ways to reduce transport costs for young people.
- 20 Make public transport concessionary fares for disabled people apply all day.

On Specific Groups: Young People, Older People and Disabled People

- 21 Introduce a new 'York Youth Card' that encourages and enables retailers, leisure providers and others to offer discounts to young people (age 16-21).
- 22 Puts in place mechanisms to enable children and young people from low income backgrounds to participate in enriching school based activities (e.g. music, sport, drama, trips) that they otherwise may not be able to afford.
- 23 Explore the reasons behind and take action to combat the gap in educational attainment between pupils from lower income households and others.
- 24 Collaborate with the voluntary sector to make the best possible use of the skills of older people and young people as volunteers.
- 25 Routinely involve disabled people in the design of services and facilities.
- 26 Recognise and support the valuable role played by carers.
- 27 Ensure information gets to those who need it and is easy to understand (e.g. in plain English and in forms accessible to people who have difficulty reading).
- 28 Efficiently manage facilities installed into homes to assist disabled people.

On Health and the Voluntary Sector

- 29 Act upon research into the reasons for health inequalities in York.
- 30 Work together with and support the voluntary sector more closely and extensively.

ANNEX B

Summary of Further Evidence

The evidence informing the work of the York Fairness Commission has been expanded significantly through the second phase of work. Papers based on each of the six consultation topics bring much of this together and can be found on the Commission's website.³⁵ Further evidence has been gathered through analysis of academic research, and through the consultation process. The purpose of this section is not to repeat the full evidence base. It is instead intended to draw out the key challenges that the city must address if it is to tackle the root causes of socio-economic inequality in the city.

Evidence presents very much a tale of two cities. York is on the one hand thriving. Its economy is strong and competitive; its population is well educated, relatively affluent and healthy; and it takes full advantage of its rich built and natural environment. In fact, 40% of people live in the best 20% of lower super output areas (LSOA) in the Country.

On closer inspection however we can see that high averages mask some significant issues that question how fair and equal the city is. Some of these issues spread across the city such as house prices that are high compared to average incomes and unaffordable for many. Others are concentrated in specific areas, to such a degree that the city is home to eight LSOAs (from a total 118 LSOAs in York) in the 20% most deprived nationally and one in the 10% most deprived. This represents just under 7% of the city's population, roughly 13,000 people. That said, not all people experiencing economic and social inequality live in the deprived parts of the city. There are poor people living in more affluent areas, and in these instances the gaps are perhaps more starkly apparent.

This mixed picture of strong performance on the one hand and poor on the other - and the gaps that it creates between people - presents significant 'fairness' challenges to the city.

A Health and Wellbeing

Overall, York performs well on health indicators. Life expectancy is longer than average, levels of limiting long-term illness are lower, and statistics on infant mortality, early death rates from heart disease and stroke, and death rates from cancer are all better than national average and improving.

Health is however shamefully worse in York's deprived wards. Deprivation³⁶ indicators show the areas with the greatest health issues to be within the Guildhall, Micklegate

³⁵ www.yorkfairnesscommission.org.uk

³⁶ Source: Indices of Multiple Deprivation, 2010

and Westfield wards. Three issues stand out that have major consequences for health, wellbeing and inequalities³⁷:

- **Male Life Expectancy:** Men and women in York generally live longer than is true nationally. But, within York, men living in the least deprived wards live a staggering 9.9 years longer than those in the most deprived wards.
- **'Healthy' Life Expectancy:** Disability-free life expectancy³⁸ is lower in the most deprived than the least deprived wards; and although the overall percentage of people in York with limiting long-term illness is 16.6% (versus 17.9% nationally), it rises to between 19% and 20% in four wards - Huntington and New Earswick, Westfield, Fulford, and Guildhall.
- **Mental Health:** An estimated 36,000 people in York experience mental health problems ranging from depression to schizophrenia and dementia; with approximately 1,400 people suffering from severe and enduring mental illness. Prevalence is more than twice as high in the most deprived areas compared to the least deprived. Certain conditions also pose growing and long term challenges, notably dementia where cases in York in people 65+ are expected to rise by 72% by 2030, corresponding to an additional 1,660 cases.

B Income, Economy and Jobs

As noted above, York's economy is in a strong position; showing a degree of resilience though the recession. When compared to regional and national figures, employment is higher, unemployment is lower, and less people of working age claim Job Seekers Allowance.³⁹ But the city faces real challenges to its continued success. Slow growth is predicted between 2011 and 2015, averaging just 0.75% per annum⁴⁰. It will have to work hard to exceed this. The real question is if there are people that were disconnected from opportunity in the growth times, what must the city do now to prevent them slipping further from opportunity in the harder times? The key tests lie in:

- **Employment:** There are high concentrations of unemployment in Westfield, Guildhall, Heworth and Clifton. Along with Hull Road, these wards make up 52% of York's long term unemployment. The number of workless households is

³⁷ Please refer to the draft JSNA source material as cited for a fuller consideration of performance

³⁸ Disability-free life expectancy is the average number of years an individual is expected to live free of disability if current patterns of mortality and disability continue to apply.

³⁹ York Fairness Commission Interim Report (Nov 2011)

⁴⁰ Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Econometric Model data

ANNEX B

Summary of Further Evidence

increasing, and of greater concern, the number of workless households with children has increased.

- **Specific Groups:** Although below regional and national averages York's female claimants is at the highest level for 13 years; and youth unemployment is up, concentrated in the most deprived wards. NEET figures are proving increasingly hard to shift further down and to reduce 'churn' i.e. the same young people moving in and out of participation.
- **Income Inequality:** Average wages in York as a whole are lower than the Great Britain average. Gross weekly full time earnings in 2011 were £492, compared to £503. The range of income levels in York is less widely spread than for Great Britain as a whole, showing that income inequality in York is not as pronounced. That said, when applying this geographically, we see that the biggest gap in income levels are experienced by people living in the same eight parts of the city, with IMD 2010 placing areas within Hull Road and Clifton wards as the lowest ranking locally for income deprivation.
- **Economic Strategy:** The city must consider how it will manage issues such as potential increased unemployment arising from public sector job losses; promoting self-employment as a career option, route back to work, or way out of low paid employment; large differences in skills levels; and perceptions around the types of work available and ability to secure employment in new sectors.

C Education and Training

York performs well above regional and national averages on most education and skills indicators. However again we see considerable and unacceptable variations by area and by different groups of the population that lead to long term impacts on an individual's life prospects. Two issues stand out:

- **Early Years Provision:** Early years provision and experience has been singled out as especially important to a child having the best start in life⁴¹. Take up of childcare in the city varies, with evidence pointing to issues of affordability, flexibility, and there being less provision and take up in more disadvantaged areas. Notably, one of the lowest levels of take up of free child care is by households with an income of less than £15,000.⁴² There is also evidence of perceived barriers to disabled children accessing childcare.

⁴¹ See for example "Fair Society, Healthy Lives" (The Marmot Review) - Strategic Review of Health Inequalities in England Post 2010, February 2010.

⁴² City of York Childcare Sufficiency Assessment

- **Education and Attainment:** Evidence is clear that educational achievement is crucial in determining an individual's life prospects. Using free school meal (FSM) eligibility (the figures of which are rising and concentrated in Clifton, Hull Road and Westfield wards) as an indicator, we see that the performance gap between those eligible and not eligible for FSM has reduced over time but remains significantly greater than national average. The gap is much more pronounced when the indicator of 5 A*-C GCSEs (or equivalent) including English and Maths is used (those not eligible for FSM are twice as likely to attain this standard). Besides this, the city's most pronounced attainment gaps are amongst pupils with special educational needs status and those who are looked after.

D Housing and Homelessness

House price to earnings ratios of 8.4:1; and average house prices in 2012 of £178,200 compared to £118,204⁴³ and 6:1 regionally give an immediate impression of the housing situation in the city. The five housing issues are:

- **Balancing housing supply and demand:** Intense competition for housing in the city exists. This drives up prices and rents. The current economic environment has meant York has struggled (like local authorities elsewhere) to meet build targets especially for affordable housing. Long waiting lists for these properties exist; and, whilst there has been an improvement, just 8% of actual 'local housing need'⁴⁴ is being met. A low level of long term empty properties and high levels of under occupancy exacerbate the situation.
- **Poor housing and impacts on health and wellbeing:** The relationship between poor housing and poor health is well recognised. The worst housing conditions are predominately seen in the private rented sector and concentrated in certain wards (Acomb/Westfield). Elderly households comprise 33% of all households living in non decent housing and economically vulnerable households represent 26%.⁴⁵
- **Fuel poverty:** In 2008 it was estimated that 8% of households were in fuel poverty, representing around 7,000 households⁴⁶ (lower than regionally (25%))

⁴³ Communities and Local Government, Local Level House Prices

⁴⁴ Housing Need is defined in CLG's Planning Policy Statement 3 as "The quantity of housing required for households who are unable to access suitable housing without financial assistance"

⁴⁵ York JSNA 2011/12

⁴⁶ York JSNA 2011/12

ANNEX B

Summary of Further Evidence

and nationally (18%)⁴⁷). Rates were highest in Fishergate, Acomb/Westfield and Guildhall wards and in the private rented sector.

- **Improving housing choice and preventing homelessness:** Three main reasons for homelessness in the city prevail - family or friends no longer wishing to accommodate a person; relationship breakdown; and end of assured short-hold tenancy. Over 650 households were prevented from being homeless during 2010/11. This is expected to rise in 2012/13 to around 950. Over the past 12 months there has been an increase of around 84% of people seeking housing advice. This has resulted in an increase in the numbers in temporary accommodation from 79 in 2009/10 to 94 in 2010/11. As yet this increase in use of temporary accommodation has not translated into an increase in statutorily accepted homeless cases.
- **Meeting the housing needs of specific groups:** This includes for example pitches for Gypsy, Traveller and Show people of which there are currently 54 pitches with an identified need for 36 additional pitches over the next five years, plus 19 Show People pitches.⁴⁸ It also involves improved housing choice for older and disabled people, supporting them to live in their own homes; and addressing the housing needs of BAME communities.

E Communities of Interest

York's deprived communities are home to concentrations of a range of communities of interest including BAME communities, disabled people and people living with limiting long-term illness, unemployed young people or NEETs, children living in poverty, teenage parents, and vulnerable older people reliant on state support. This suggests that these people are facing multiple inequalities brought about by socio-economic deprivation combined with their own personal circumstances.

Taking BAME communities as an example, research⁴⁹ shows the types of inequality this community experiences ranges from poor housing, social isolation, difficulty in accessing services and jobs, and varied educational attainment by ethnicity. Likewise for Gypsies and Travellers, although data is hard to source locally, we know this group experiences significantly poorer outcomes on health and education.

⁴⁷ NEA Yorkshire and Humber Fuel Poverty Briefing (March 2011)

⁴⁸ The North Yorkshire and York Gypsy and Traveller Accommodation Assessment 2008

⁴⁹ Place Survey; A study of the housing and related needs of the BAME and Migrant Worker communities in North Yorkshire, Salford Housing and Urban Unit (November 2009)

Also of note here is the city's age profile. A rapidly ageing population is bringing its own challenges. Of the young population the worrying trend is that of 4,450 children living in poverty in the city. Although improving, there are five wards where it is above the regional and national average including Clifton, Hull Road, Westfield, Guildhall, and Heworth and accounting for nearly 60% of all child poverty in York.

F Communities and Volunteering

York fares well on measures of neighbourhood satisfaction - people like where they live and the majority do not feel there are social problems in their neighbourhood. Further examination shows that strength of community might not be that strong; with sense of belonging was much lower for those from a BAME background. Analysis⁵⁰ shows that three wards in particular reported low levels of community cohesion. In these, only around a half of survey respondents said they felt that people from different backgrounds get on well together and that they felt they belonged to their local neighbourhood; Acomb, Guildhall, Westfield. These wards also suffer high levels of deprivation.

⁵⁰ Cited in Draft JSNA, 2012, which refers to Johns & Dwyer, 2010, p.7

ANNEX C

Collated Footnotes/References

- 1 www.yorkfairnesscommission.org.uk
- 2 The Marmot Review: Fair Society, Healthy Lives, the Marmot Review Team, 2010
- 3 The Spirit Level, Richard Wilkinson and Kate Pickett, Penguin Books, 2009
- 4 Does Income Inequality Cause Health and Social Problems?, Karen Rowlingson, JRF, 2011
- 5 Protected characteristics as defined in the Equalities Act 2010 are age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation
- 6 www.yorkfairnesscommission.org.uk
- 7 Impact of Austerity Measures on Households with Children; Families in an Age of Austerity January 2012; Browne IFS and Family & Parenting Institute
- 8 Commission on the Future of Local Government; July 2012
- 9 York sits within two Local Enterprise Partnership areas - the Leeds City Region Enterprise Partnership; and the York, North Yorkshire and East Riding Enterprise Partnership
- 10 www.yorkfairnesscommission.org.uk
- 11 Lower Layer Super Output Areas (LSOAs) are small geographic areas used for the creation of local statistics. They average 1,500 residents. There are 118 LSOAs in York.
- 12 Church Urban Fund, May 2012
- 13 Three areas in Westfield ward, 2 areas in Clifton ward, Hull Road, Guildhall, and Heworth wards
- 14 Kingsway West
- 15 Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Econometric Model data
- 16 NEET classification comprises people aged between 16 and 24, with a particular focus frequently on the 16-18 subgroup
- 17 City of York Childcare Sufficiency Assessment
- 18 Free meals are available to any full-time pupil who attends a local authority maintained school and meets government set eligibility criteria based on parental receipt of named benefits.
- 19 Communities and Local Government, Local Level House Prices
- 20 Based on ONS figures of average median gross earnings
- 21 Housing Need is as defined in CLG's Planning Policy Statement 3
- 22 A household is in fuel poverty if it spends more than 10% of its income on energy
- 23 Cities Outlook 2011; Centre for Cities (2011)
- 24 See for example Divided We Stand: Why Inequality Keeps Rising, OECD, 2011
- 25 <http://www.cpag.org.uk/child-poverty-facts-and-figures>
- 26 London living wage is set by the Greater London Authority. Loughborough University's Centre for Research in Social Policy calculates the living wage for outside London.
- 27 A Minimum Income Standard for the UK in 2012; Abigail Davis, Donald Hirsch, Noel Smith, Jacqueline Beckhelling and Matt Padley; Joseph Rowntree Foundation; 10 July 2012
- 28 What price a living wage? Understanding the impact of a living wage on firm-level wage bills; Matthew Pennycook; IPPR and the Resolution Foundation (May 2012)
- 29 Marmot Review: Fair Society, Healthy Lives 2010; The Spirit Level, Richard Wilkinson and Kate Pickett, Penguin Books, 2009; and Does Income Inequality Cause Health and Social Problems?, Karen Rowlingson, JRF, 2011

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- 30** Whilst 'trickle down' will lead to some of the wealth of those on higher incomes being spent in ways which benefit those on lower incomes, the evidence of recent decades is that income gaps have actually widened in times of growth - proactive rather than laissez faire policies are needed to combat inequalities.
- 31** Section 106 of the Town and Country Planning Act 1990 allows a local planning authority to enter into a legally-binding agreement or planning obligation with a landowner in association with the granting of planning permission. These agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities, education, health and affordable housing.
- 32** City of York Council analysis
- 33** Government introduction of new size criteria for housing benefit claims in social housing. This will apply from April 2013 to tenants of working age.
- 34** This report, published in August 2011, considered health and social care provision in depth and provides the backdrop to our recommendation and more detailed analysis. John Kennedy of JRHT, is a member of the York Fairness Commission and was a member of the Independent Review Panel.
- 35** www.yorkfairnesscommission.org.uk
- 36** Source: Indices of Multiple Deprivation, 2010
- 37** Please refer to the draft JSNA source material as cited for a fuller consideration of performance
- 38** Disability-free life expectancy is the average number of years an individual is expected to live free of disability if current patterns of mortality and disability continue to apply.
- 39** York Fairness Commission Interim Report (Nov 2011)
- 40** Yorkshire Forward Chief Economist Unit, August 2011, based on Regional Econometric Model data
- 41** See for example "Fair Society, Healthy Lives" (The Marmot Review) - Strategic Review of Health Inequalities in England Post 2010, February 2010.
- 42** City of York Childcare Sufficiency Assessment
- 43** Communities and Local Government, Local Level House Prices
- 44** Housing Need is defined in CLG's Planning Policy Statement 3 as "The quantity of housing required for households who are unable to access suitable housing without financial assistance"
- 45** York JSNA 2011/12
- 46** York JSNA 2011/12
- 47** NEA Yorkshire and Humber Fuel Poverty Briefing (March 2011)
- 48** The North Yorkshire and York Gypsy and Traveller Accommodation Assessment 2008
- 49** Place Survey; A study of the housing and related needs of the BME and Migrant Worker communities in North Yorkshire, Salford Housing and Urban Unit (November 2009)
- 50** Cited in Draft JSNA, 2012, which refers to Johns & Dwyer, 2010, p.7

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