

Making Devolution Work for Women

Sheffield City Region: Data Report

June 2019

Executive Summary

Devolution is an opportunity that equips local leaders with a range of powers to unlock growth and improve public services in their areas. However, a lack of female representation across public life risks the diversity of women's voices not being heard on the way that their public services are run.

We want devolution to work for everyone. For this reason, the Fawcett Society is publishing this data report on the Sheffield City Region, in partnership with the Women's Budget Group and supported by Unite the Union. This report sits alongside our 'Making Devolution Work For Women' project,¹ which for the last two years has worked in Greater Manchester and the West Midlands to advance a gendered approach to public policy within devolution.

In this report, we present key findings on the representation of women in politics as well as the impact of public services on women living in the Sheffield City Region. This includes social care, transport and homelessness - providing insights into the impact of devolution policies in these areas on women. This is to enable women and girls in the region to effectively make their voices heard about the public services that affect their lives. It is also to provide the Mayor and Combined Authority with the data to support their vision of becoming a City Region that provides inclusive growth and progression opportunities for all.

What did we find?

- **While representation amongst council leaders in the region is progressing, women continue to be under-represented across all local and national government positions representing Sheffield City Region.**

44% of council leaders in the region are women, however women make up only 35% of MPs and councillors representing the region. 35% of the Mayors, council leaders, chairs and board members who hold decision-making powers for the region, are women.²

¹ For more information on the project, please see here: <https://www.fawcettsociety.org.uk/making-devolution-work-for-women>

² Sheffield City Region, *Who we are*, accessed: <https://sheffieldcityregion.org.uk/about-us-governance-policy/who-we-are/>

- **Sheffield City Region has a gender employment gap and a gender pay gap, both of which impact the financial security and employment opportunities of women in the region, particularly ethnic minority women.**

The region has a gender employment gap of nine percentage points,³ with 42,600 fewer women than men employed in the City Region, and an overall gender pay gap of 14%.⁴ The intersection of gender and ethnicity has a real impact on women's employment rates: five in ten ethnic minority women in the region are in employment, compared to seven in ten white women.⁵

- **The combination of caring responsibilities, for both adults and children, and high costs of childcare disproportionately affect the career progression and financial security of women in the City Region.**

60% of unpaid carers for adults⁶ and 84% of the paid care workforce are women,⁷ with over one in five of social care workers living with the insecurity of zero-hours contracts.⁸ New data from the Women's Budget Group suggests that, in terms of childcare, women with children under the age of three could be spending up to half of their own income (53%) on part-time childcare, and up to 21% of their income on part-time childcare for children aged three and four. This data also indicates that investing in universal childcare could reduce the City Region's gender employment gap from nine to four percentage points, and create up to 55,000 jobs.⁹

- **Women and men use transport differently, requiring investment in transport services across the City Region to be tailored to the specific needs of female residents.**

There is a lack of sex and ethnicity-disaggregated transport data for the City Region. National data highlights the differences in how men and women use transport, with women taking 20% more bus trips and men taking 90% more cycling trips, as well as women taking more, shorter trips.¹⁰ Efforts to make the region's transport network safer and more environmentally friendly should take into account how and why female residents use transport, to ensure their services are fit for purpose for all residents.

³ ONS (2018), *Annual Population Survey*, accessed via www.nomisweb.co.uk

⁴ ONS (2018), *Annual Survey of Hours and Earnings (ASHE) gender pay gap tables*:
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/annualsurveyofhoursandearningsashegenderpaygaptables>

⁵ ONS (2018), *Ibid.*

⁶ ONS (2011), *Census statistics, DC3301EW: Provision of unpaid care by general health by sex by age*

⁷ Skills for Care (2018), *Local authority area summary reports for Yorkshire and the Humber local authorities*, accessed at <https://www.skillsforcare.org.uk/NMDS-SC-intelligence/Workforce-intelligence/publications/Regional-reports/Yorkshire-Humber/Yorkshire-Humber.aspx>.

⁸ Skills for Care (2018), *Ibid.*

⁹ Women's Budget Group own calculations using: *Childcare Care Survey 2019 and Annual Survey of Hours and Earnings*.

¹⁰ Department for Transport (2018), *National Travel Survey for England, Table NTS0601*

- **The risks to the safety of women in public spaces, posed by sexual harassment and assault, create a disparity in how women and men use these spaces.**

National data shows that over eight in ten women (85%) aged 18-24 and over six in ten women (64%) of all ages have experienced unwanted sexual attention in public places.¹¹ This influences the behaviour of women in these spaces, with 87% of women reporting changing their route as a result of harassment.¹² Regional data indicates that 130 violent or sexual offences are reported to the South Yorkshire police every day.¹³ However, there is a lack of sex and ethnicity-disaggregated data in the Sheffield City Region on sexual harassment and assault in public places.

- **Yorkshire has one of the fastest growth rates of homeless individuals in the UK, an issue which women are far more likely to experience than men.**

Yorkshire and the Humber is one of the three regions in the UK with the fastest growth rates of homelessness, ranging from rough sleeping to individuals staying in temporary accommodation, with a 12% increase in total homeless individuals in the region from 2017-18.¹⁴ Taking into account different forms of homelessness, women are more likely to experience homelessness, although they are less likely to be rough sleepers.¹⁵

What does this mean?

These findings signal a number of opportunities for the Combined Authority to invest in public policies that would enable real progress in how the region works for all women and girls, to ensure that their voices are continuously heard and represented within policy spaces. These opportunities exist throughout the policy-making process, from gathering evidence and designing policy frameworks, to effectively implementing these policies and measuring their impact.

- **The Combined Authority should ensure women's voices are heard, both as policymakers and through grassroots engagement, to enable the design, implementation and measurement of effective policies that work for all women and girls.**

A crucial focus of the Combined Authority should be on how to encourage more women to enter local government, such as implementing formal maternity, paternity and parental leave policies for councillors and consistent cost reimbursements for all councillors who have carer responsibilities. This would be a necessary first step to ensure women's voices and priorities are being put on the policy agenda. The Combined Authority should also seek to implement a long-term mechanism for establishing links with expert women's grassroots organisations and putting their voices front and centre of policies. One option could be the creation of a women's taskforce

¹¹ End Violence Against Women coalition (2016), *Written submission to Women and Equalities Committee inquiry*, accessed: http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/women-and-equalities-committee/sexual-harassment-of-women-and-girls-in-public-places/written/81597.html#_ftn3

¹² Hollaback! And Cornell University (2015), *International Survey on Street Harassment*

¹³ Police UK, *South Yorkshire Police*, accessed: <https://www.police.uk/south-yorkshire/#neighbourhoods>

¹⁴ Shelter (2018), *Homelessness in Great Britain: The numbers behind the story*

¹⁵ St Mungo's (2018), *Women and rough sleeping: a critical review of current research and methodology*

within the Combined Authority, chaired by a Council Leader and with approval to develop an action plan and seek funding.

- **The Mayor and Combined Authority should start collecting and publishing sex and ethnicity-disaggregated data across the areas of public policy within their purview, such as transport.**

Gathering robust data that measures the impact of public policy on all groups is crucial for ensuring equality of opportunity for all residents in the region. Collecting sex disaggregated data, or analysing pre-existing data through a gender lens, across every area of public policy is an important first step for informing and building policies that guarantee the Sheffield City Region truly works for all women. One example would be ensuring the independent review into South Yorkshire's bus network collects gender-specific evidence on how services are serving the needs of female residents. Similarly, categorising misogyny as a hate crime would serve as a data collection tool that the Combined Authority should use to inform effective policies that protect the safety of all residents in public spaces.

- **The Mayor and Sheffield City Region Combined Authority should commit to conducting and publishing an Equality Impact Assessment for each of their strategies and policy approaches.**

Sex-disaggregated data indicates that women and men have differing and nuanced needs that impact how they use public services. They are currently, therefore, experiencing different outcomes as a result of public policy in the Sheffield City Region. Taking this into account early on when designing public policy is paramount. The mechanism through which to do so is known as an 'Equality Impact Assessment' (EqIA). An EqIA looks at the full range of protected characteristics when designing policy, and is therefore needed as a tool for ensuring good public policy that works for all.

- **Proactive efforts should be made by the Mayor and Combined Authority to introduce policies that advance gender equality, informed by evidence and refined through EqIAs.**

For the Sheffield City Region to progress towards achieving greater gender equality, evidence-based policies that tailor public services to the needs of women and girls are crucial. Our data signals key areas for policy reform to improve the lives of women in the region. These include proactively tackling the gender pay and employment gaps, through promoting flexible working across all employers and sectors of the regional economy, as well as an investment in social care and childcare infrastructure. Efforts must be made to build transport infrastructure around women's needs, and ensure transport providers have a robust policy on sexual harassment. The Combined Authority should also work with the police to explore ways to address sexual harassment in public spaces, including making misogyny a hate crime, as well as adapt their homelessness strategy to respond to the specific needs of individual women and single mothers who are facing all types of homelessness.



About Us

The Fawcett Society

The Fawcett Society is the UK's leading charity campaigning for gender equality and women's rights. Our vision is of a society in which women and girls in all their diversity are equal and truly free to fulfil their potential creating a stronger, happier, better future for us all.

We publish compelling research to educate, inform and lead the debate; we bring together politicians, academics, grassroots activists and wider civil society to develop innovative, practical solutions; and we campaign with women and men to make change happen.

Women's Budget Group

The Women's Budget Group (WBG) is an independent network of leading academic researchers, policy experts and campaigners.

Our vision is of a caring economy that promotes gender equality. For over 30 years we have examined economic policy and asked 'who benefits?'

We produce robust analysis and aim to influence the people making policy. We also work to build the knowledge and confidence of others to talk about feminist economics by offering training and creating accessible resources.

We'd like to thank UNITE for providing additional support for this project.



Key Findings: Representation

- Only 35% of MPs and councillors representing the Sheffield City Region are women;
- 35% of the Mayors, Council Leaders, Chairs and Board Members who hold decision-making powers for the region are women.

There is a stark lack of female representation across both national and local government in the UK. Not enough women are present in the spaces where policies and decisions are made and scrutinised, which in turn impacts the extent to which public policy accommodates the needs of all women. Only 32% of MPs and 22% of current cabinet members are women,¹⁶ and of those MPs representing the constituencies within the Sheffield City Region, only 35% are women.¹⁷ Similarly, 35% of Sheffield City Region's councillors are women,¹⁸ which is line with the 34% of female councillors across the UK.¹⁹

In 2014, Sheffield City Region secured a devolution deal with the Government, which includes devolved responsibilities and budget for adult skills, working with Westminster on employment to ensure alignment with local skills and training offers, public transport, economic development and strategic planning.²⁰ Most recently, in May 2019, the Government signed off on a wider South Yorkshire devolution deal.²¹

The Metro Mayor of Sheffield City Region governs alongside the Combined Authority, which is largely made up of council leaders from across the region that the Mayor has responsibility for. The Mayor and the other leaders of the Combined Authority work with the Local Enterprise Partnership, the Sheffield City Region Executive Team, central government and other organisations in pursuing shared goals and delivering key strategic plans.

In May 2018, Sheffield City Region elected Dan Jarvis as the Metro Mayor. Both the Chair and the Vice-chair of the Combined Authority board are men (Mayor Dan Jarvis and Councillor Chris Read). The board is comprised of the council leaders of the nine constituent²² and non-constituent²³ member councils, as well as three additional members. Only a third (33%) of the members of the board are women.²⁴

In total, out of the nine council leaders on the combined authority board, four voting members are women (44%), indicating that the region is progressing well with female leaders. However, when you include chief executives and the additional three board members, only a third of those (33%) involved in the combined authority level discussions are women.

¹⁶ Steve Browning (2019), *Women in Parliament and Government, Briefing Paper, House of Commons Library*

¹⁷ Fawcett Society analysis

¹⁸ Fawcett Society (2017), *Does Local Government Work for Women?*

¹⁹ Steve Browning (2019), *Women in Parliament and Government, Briefing Paper, House of Commons Library*

²⁰ Local Government Association, *Local Devolution Deals*, accessed:
<https://www.local.gov.uk/topics/devolution/devolution-deals>

²¹ BBC News (2019), *Government agrees to South Yorkshire devolution deal*, accessed:
<https://www.bbc.co.uk/news/uk-england-south-yorkshire-48203676>

²² Barnsley, Doncaster, Rotherham and Sheffield

²³ Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales, North East Derbyshire. These are council areas with fewer voting rights.

²⁴ Fawcett Society analysis

Additionally, Sheffield City Region has a Local Enterprise Partnership (LEP) board of 25 members: 10 out of 25 members of the board are women (40%), and the Chair is a man. There is also the Sheffield City Region Executive Team, which is comprised of one woman and two men, with a man as the Director.

In total, across all the Mayors, Council Leaders, Chairs and Board Members who hold decision-making powers for the Sheffield City Region, only 17 out of 49 people (35%) are women.²⁵

Causes of low female representation

The employer policies and the workplace culture of local government fail to take into account the competing demands that many women face in their working lives. These can present real barriers to having diverse women's voices participating and being represented across local government platforms, and ultimately runs the risk of creating and maintaining public services that are not fit for purpose for women.

The lack of flexibility in work as a councillor, combined with the lack of provision for caring costs, are clear obstacles for women seeking to enter public life in local government. Most local government meetings take place in the evening, which is when childcare is likely to be needed, and can be particularly disruptive to the evening schedules of families with young children.²⁶

Fawcett Society research also demonstrates that, despite regulations that call for 'all councils to offer an allowance to cover the caring costs that councillors incur when fulfilling their role', financial provision for childcare and other care responsibilities is very inconsistent. Most councils across the UK only pay a contribution, and others do not reimburse caring expenses at all. The two councils we identified who do not provide any carers' allowances at all, Bassetlaw²⁷ and Doncaster,²⁸ are both part of the Sheffield City Region Combined Authority.

Another reason for the lack of female representation in local government is the rigid and inconsistent maternity leave policies. Under section 85 of the Local Government Act 1972, 'if a councillor does not attend council for six months, they lose their petition unless the authority has approved their absence'. Fawcett Society research indicates that maternity leave is not necessarily included under an 'approved absence'. Only 12 councils (4%) across the whole of England have a formal maternity leave policy, and 75% of councils offer nothing at all (although some have informal arrangements).²⁹

²⁵ Sheffield City Region, *Who we are*, accessed: <https://sheffieldcityregion.org.uk/about-us-governance-policy/who-we-are/>

²⁶ Fawcett Society (2017), *Does Local Government Work for Women?*

²⁷ Bassetlaw District Council (2019), *Constitution*, accessed: <https://data.bassetlaw.gov.uk/constitution-of-the-council.aspx>

²⁸ Doncaster Council (2019), *Constitution*, accessed: <http://www.doncaster.gov.uk/services/the-council-democracy/council-constitution>

²⁹ Fawcett Society (2017), *Ibid*

In 2018, the Local Government Association Labour group drew up a parental leave policy for councillors that it encouraged councils nationwide to adopt.³⁰ Only eight councils³¹ have adopted the policy since its launch, with no councils in the Sheffield City Region taking the policy on.

To ensure that women's voices are heard as female councillors across the region, we call for all local authorities in the region to provide allowances to cover the costs of care and childcare so that councillors can attend council meetings, as well as ensure that they have maternity, paternity and parental leave policies in place for councillors.

³⁰ Local Government Chronicle (2019), *First councils approve new members' parental leave policy*, accessed: <https://www.lgcplus.com/politics/governance-and-structure/first-councils-approve-new-members-parental-leave-policy/7027789.article>

³¹ Corby BC, Gloucester City Council, Islington LBC, Lambeth LBC, Lincoln City Council, Newcastle City Council, Southampton City Council and Sunderland City Council.

Key Findings: Employment and Skills

- Sheffield City Region has a gender employment gap of nine percentage points;
- The intersection of gender and ethnicity has a real impact on women's employment rates: five in ten ethnic minority women are employed in the region, compared to seven in ten white women;
- The region has an overall gender pay gap of 14%.

Employment

A strategic priority for the Combined Authority is to deliver economic growth and jobs across the region, with the aim of becoming a City Region 'that provides inclusive growth and progression opportunities for all.'³² However, women across the region are currently less likely than men to be employed and have access to the opportunities provided by a growing labour market. In 2018, 68% of women aged 16-64 were employed, compared to 77% of men. This leaves a gender employment gap of nine percentage points, which is in line with the national gender employment gap of nine percentage points.³³ In practical terms, this means that there were 42,600 fewer women than men employed across the City Region in total last year.³⁴

In line with the gender employment gap, women in the Sheffield City Region are also less likely than men to be 'economically active'.³⁵ Eight in ten men (81%) aged 16-64 in the region are economically active, compared with seven in ten women (73%), a difference of eight percentage points.³⁶

Again, the Sheffield City Region is doing slightly better than the UK as a whole, with a 10 percentage point difference in economically active men and women.³⁷

Conversely, when analysing those in the Sheffield City Region who are classed as 'economically inactive',³⁸ 37,200 more women than men fall under this category. Notably, 44% of the ethnic minority women in the region state they are economically inactive, compared to 26% of white women. This rises to 63% of Pakistani and Bangladeshi women in the region, which is markedly higher than the 56% of women in this ethnic group across the UK who fall under this category.³⁹

The data indicates that many of these women are not working because they have caring responsibilities for their families. A third of 'economically inactive' women (33%) stated they were looking after the family or home, compared to just 9% of men who are not in work or seeking work in the region, which is fairly

³² Sheffield City Region, *Thematic Priorities*, accessed: <https://sheffieldcityregion.org.uk/explore/thematic-priorities/>

³³ ONS (2018), *Annual Population Survey*, accessed via www.nomisweb.co.uk

³⁴ ONS (2018), *Ibid*

³⁵ This is a term used by the Office for National Statistics and other labour market economists to refer to those who are either in work or looking for a job. However, it does not classify unpaid care work or job seeking under this term, thus failing to capture the reality of employment for many in the UK.

³⁶ ONS (2018), *Ibid*.

³⁷ ONS (2018), *Ibid*.

³⁸ Those who are either not working or actively looking for paid work.

³⁹ ONS (2018), *Ibid*.

aligned with the national average of 34% of women who list caring responsibilities as their reason for economic inactivity.⁴⁰

Overall, this translates to 32,100 more women in the Sheffield City Region whose caring responsibilities are impacting their paid employment opportunities.

As seen with the data on those who are 'economically inactive', the intersection of gender and ethnicity has a real impact on women's employment rates. Seven in ten white women (70%) in the Sheffield City Region are employed, compared with only five in ten ethnic minority women (51%). When looking more closely at the employment rates of ethnic minority women, we have found that, while over eight in ten Indian women are employed (84%), only five in ten Black British women are employed (59%). This employment rate drops considerably to just under three in ten Pakistani and Bangladeshi women (28%) in the region.⁴¹

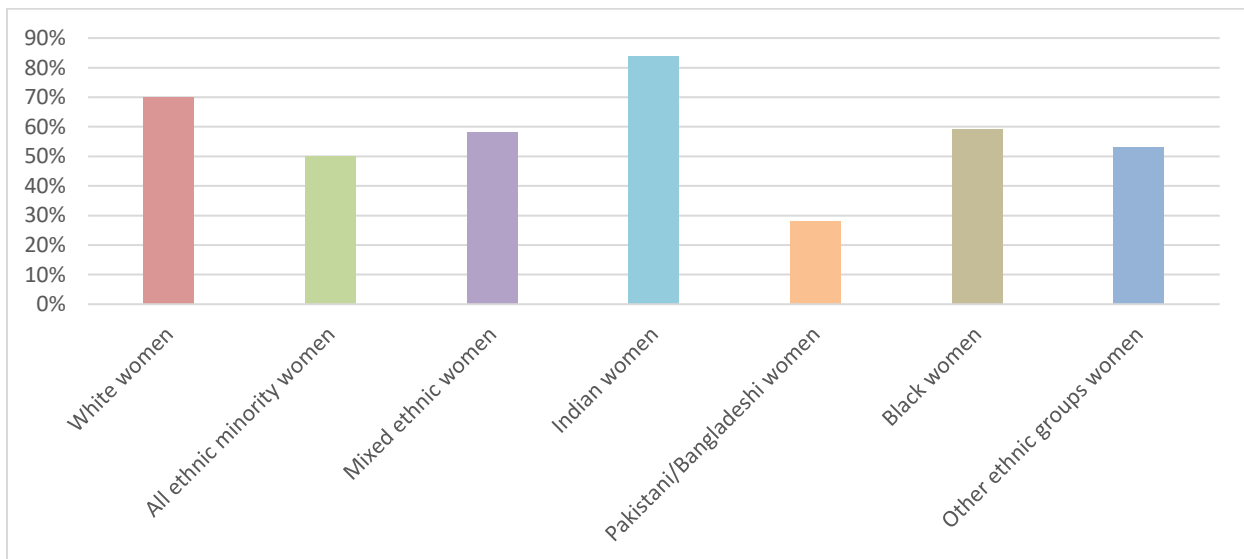


Figure 1: Number of women employed by ethnicity

When looking at the gender differences in self-employment, women in the region are half as likely to be self-employed than men in the same area. Only 5% of women in this region are self-employed, and this number doubles for self-employed men (10%).⁴² However, it is worth noting that this data will not measure those who are in 'false self-employment'. False self-employment is a term used to describe a company who are disguising employment of their workers as self-employment, often to evade paying income tax and national insurance contributions. By being seen as self-employed, the worker has reduced rights and entitlements, including holiday and sick pay.⁴³

⁴⁰ ONS (2018), *Ibid.*

⁴¹ ONS (2018), *Ibid.*

⁴² ONS (2018), *Ibid.*

⁴³ WorkSmart, *What factors point to false self-employment?* Accessed: <https://worksmart.org.uk/work-rights/atypical-workers/false-self-employment/what-factors-point-false-self-employment>

The Gender Pay Gap

As well as gender employment gaps, there are also gaps in the amount for which women are reimbursed for their work compared with men. Women in the Sheffield City Region are paid less than men as a whole. In 2018, women in full-time work in the region were paid, on average, 11% less than men in the area for each hour they worked.⁴⁴ It is promising that this difference is lower than the full-time gender pay gap across the UK, which currently stands at 14% for full-time hourly earnings, however a gap should not exist at all.⁴⁵

Those working part-time earn a notable amount less than those working full-time in Sheffield City Region, as evidenced by the average part-time hourly wage of £11.72, compared with £15.12 for those in full-time work. Overall, 43% of women work part-time⁴⁶ in the region, compared with 13% of men.⁴⁷ This is a large difference, and is notably higher than the 33% of women working part-time across the UK as a whole.⁴⁸ When analysing full-time and part-time workers together, women are paid 14% less per hour than men. While, again, this is better than the UK gender pay gap, which is 17% for full and part-time workers, policymakers within the Combined Authority should commit to closing this gap in the City Region.⁴⁹

Causes: a lack of flexible working

Flexible working encompasses part-time work, working from home, job-sharing, and many other ways of working. It is key to making our labour market work for people who have caring responsibilities, which still disproportionately means women, and to closing the gender pay gap. One reason for the gender disparity outlined above is that higher-level, better paid jobs are rarely offered with flexible working hours or as a job share, and can therefore often be incompatible with the needs of women who need to balance employment with the other priorities in their lives, such as caring for children and older relatives.

This means that women can end up working in jobs that offer them the flexibility they need, but are working below their skill level and thus do not achieve the pay they deserve. When looking at the wider picture, in the UK, women make up 61% of those earning below the living wage.⁵⁰

While some employers are increasingly open to flexible working for their existing employees, there is a real lack of jobs being advertised as open to flexible working at the point of hire. Timewise finds that only 11% of quality, better-paying roles are advertised as being open to flexibility across the UK. This number

⁴⁴ Using the mean average.

⁴⁵ ONS (2018), *Annual Survey of Hours and Earnings (ASHE) gender pay gap tables*: <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/annualsurveyofhoursandearningsashegenderpaygaptables>

⁴⁶ Part-time work is defined here as 30 hours or less a week.

⁴⁷ ONS (2018), *Annual Population Survey*, accessed via www.nomisweb.co.uk

⁴⁸ ONS (2018), *Ibid.*

⁴⁹ ONS (2018), *Ibid.*

⁵⁰ Fawcett Society (2018), *Sex Discrimination Law Review*

is only slightly better for the Yorkshire and Humber region, at 12%.⁵¹ This lack of flexible new opportunities makes it that much harder for mothers and those with caring responsibilities to progress at work by moving jobs, which is one of the key causes of the gender pay gap.

Similarly, while the difference between the number of women and men in part-time work in the Sheffield City Region is fairly small comparatively, the fact that women in the region are still more likely to work part-time, as well as are earning less for the hours they work, means that women in the region earn much less each year. Across full and part-time workers, women bring in £19,839 compared to the £30,620 earned by men, meaning that women earn on average £10,781 less than men annually. Looking at full-time work, they earn a total of £6,286 less and for part-time work, they earn on average £614 less.⁵²

We call for the Combined Authority to actively promote flexible working across all employers and sectors of the regional economy, so that every job can be a flexible working job, unless there is a good business reason for it not to be.

⁵¹ Timewise (2018), *Flexible Jobs Index 2018*, accessed: https://timewise.co.uk/wp-content/uploads/2018/07/Timewise_Flexible_Jobs_Index_2018.pdf; “better-paying roles” refers to jobs paid at £20k p.a. FTE or more.

⁵² ONS (2018), *Annual Survey of Hours and Earnings: place of residence by local enterprise partnerships*

Key Findings: Caring roles

- 60% of unpaid carers for adults in the Sheffield City Region are women;
- 84% of the paid care workforce are women, with over one in five of these care workers living on zero-hours contracts;
- Women with children under three could be spending up to half of their income (53%) on part-time childcare, and up to 21% of their income on part-time childcare for children aged three and four;
- Investing in universal childcare would reduce the City Region's gender employment rate gap from nine to four percentage points, and create between 50,000 - 55,000 jobs.

Although adult social care and childcare is not included in the Sheffield City Region devolution deal, in the same way that it is for Greater Manchester, it is an area of policy that has a real impact on women. In the context of the Combined Authority's objective of increased productivity and economic success, seeking devolved powers for this policy area would give the Mayor the opportunity to properly invest in social and childcare as an industry, with proper infrastructure for adult and child carers, and drive prosperity across the region.

Care for adults

Recent research by the Institute for Fiscal Studies showed that spending on public services in England had fallen by 21% between 2009-10 and 2017-18.⁵³ The Local Government Association also stated that councils will have lost almost 60p in the pound from central Government for local services in the decade to 2020.⁵⁴

Yet the demand for these services, such as social care, has not changed, resulting in a shifting of costs and responsibilities from the public sector onto individuals instead. The Women's Budget Group estimated that, by 2018, approximately one in eight people over the age of 65 in England (1.2 million) had unmet care needs as a result of public spending cuts, an increase of 48% since 2010. Additionally, local authorities have faced a reduction of £6 billion in social care budgets between 2010 and 2017.⁵⁵

These reductions in formal care services have put a greater burden on unpaid carers, the majority of whom are women. Between 2005 and 2014, the number of hours of unpaid care given increased by 25%, from 6.5 to 8.1 billion hours a year. Out of the 7 million family members and friends providing unpaid care in the UK, 58% are women.⁵⁶

This trend is mirrored when looking at unpaid care figures in the Sheffield City Region: 60% of unpaid carers for adults in the Sheffield City Region are women.⁵⁷

⁵³ Neil Amin-Smith and David Phillips (2019), *English council funding: What's happened and what's next?* Institute for Fiscal Studies

⁵⁴ Richard Partington (2019), *Council spending on local services down 21% over past decade*, accessed: https://www.theguardian.com/society/2019/may/29/council-spending-on-local-services-down?CMP=Share_AndroidApp_Copy_to_clipboard

⁵⁵ Women's Budget Group (2018), *Social Care: A System in Crisis*

⁵⁶ Women's Budget Group (2018), *Ibid.*

⁵⁷ ONS (2011), *Census statistics, DC3301EW: Provision of unpaid care by general health by sex by age*

13% of all women in this region provide unpaid care for another adult who has a long term illness or impairment, or because of their age. This is slightly less than England and Wales as a whole (14%). 5% of women in the region provide 20 hours or more a week. This compares to 10% of men providing care, with 4% providing 20 hours or more a week. Practically speaking, this means there are 31,912 more women than men in the Sheffield City Region providing unpaid care for another adult.⁵⁸

Across every age category, women from the Sheffield City Region are more likely than men to be carers. 37% of female carers are aged between 25-49, and 37% are aged between 50-64, meaning that 74% of women who are carers are aged between 25-64. This demonstrates the disproportionate lifelong responsibility that women in the region have, with this role spanning the majority of their lives. Taking the age category with the highest numbers of female carers, 15% of all women in the Sheffield City Region aged between 25-49 are carers, compared with 9% of men in the same age category. Closely following, 26% (or one quarter) of all women in the Sheffield City Region aged between 50-64 are carers, compared with 18% of men in the same age category.⁵⁹

Finally, disaggregated data that breaks down the sex, age and ethnic groups of unpaid carers is not provided, making it difficult to gain a comprehensive understanding of which groups of women are more likely to be shouldering unpaid care duties.

The care workforce

The trend of women taking on more unpaid care duties is reflected even more strongly in the professional care for adults' workforce, with women delivering most of these services, such as nursing and care work. There are 32,900 people within the care workforce in the Sheffield City Region, across the public and private sectors, with Skills for Care estimating that the adult social care sector contributed £550 million to the region's economy in 2018.⁶⁰

This sector is overwhelmingly majority female. 84% of workers are women, which ranges from: 87% in Rotherham, 85% in Barnsley, 84% in Doncaster and 81% in Sheffield. Approximately one in five workers (17%) have a BAME ethnicity in Sheffield,⁶¹ in line with the fact that 84% of the overall Sheffield population are white,⁶² with this number ranging from 2-5% in the other local authority areas.⁶³

⁵⁸ ONS (2011), *Ibid.*

⁵⁹ ONS (2011), *Ibid.*

⁶⁰ Skills for Care (2018), *Local authority area summary reports for Yorkshire and the Humber local authorities*, accessed at <https://www.skillsforcare.org.uk/NMDS-SC-intelligence/Workforce-intelligence/publications/Regional-reports/Yorkshire-Humber/Yorkshire-Humber.aspx>. This data relies on the National Minimum Dataset of employer and local council returns. These figures do not include the non-constituent council members of the Sheffield City Region.

⁶¹ Skills for Care (2018), *Ibid.*

⁶² ONS (2011), *Census statistics, Ethnicity and National Identity in England and Wales*. It is worth noting that this is a similar proportion as that of the overall population, with 86% of the population giving their ethnic group as 'white' in the 2011 Census.

⁶³ Skills for Care (2018), *Ibid.*

In 2017, the Communities and Local Government select committee reported 'severe challenges in the social care workforce', citing 'low pay not reflecting the amount or importance of the work involved, low status, poor terms and conditions, and lack of training opportunities and career progression' as the roots of the problem.⁶⁴

Across the Sheffield City Region, over one in five care workers (23%) are living on zero-hours contracts, which is just under the national average of 24%.⁶⁵ This form of employment means that these workers are not legally guaranteed any work. Given that the majority of these workers are female, this is a real source of instability for women working in this sector.

The committee also found that, despite the size of the adult social care sector, the national workforce of 1.3 million is affected by high turnover, a lack of skilled individuals and limited levels of professionalisation in care work.⁶⁶ In the Sheffield City Region specifically, just over half of all workers in this sector (54%) have a relevant adult social care qualification. In Sheffield, this figure is at 48%, with over half of the workforce lacking a relevant qualification. On average, workers have 8.3 years' experience in their roles.⁶⁷ This data indicates that while those employed in this sector have the experience and the skills to do these roles, qualification routes that would provide more opportunities in this sector are not open to these majority female workers.

Consequently, we call for investment in the social care and childcare infrastructure, such as an investment in technical training for those working in social and childcare by the Combined Authority, as part of their devolved responsibilities for adult skills. This in turn would support their policy objective of building a more productive and skilled workforce. Doing so will unlock the economic potential this majority female workforce has, to create an inclusive economy and region for all.

Childcare

Formal childcare provision

Childcare in England is increasingly expensive: childcare costs have increased twice as fast as inflation in the last decade.⁶⁸ The TUC found that for parents with a one-year-old child, the cost of their child's nursery provision grew four times faster than their wages between 2008 and 2016.⁶⁹ Since women are still largely expected to be the primary carers of their children, the unaffordability of formal childcare provision has a negative impact on women's career progression and earnings.

The current system of state support for childcare costs is a complex patchwork of entitlements based on the age of the child, employment situation of parents, and whether they are in receipt of benefits or not.

⁶⁴ Communities and Local Government Select Committee (2017), *Report on Adult Social Care*

⁶⁵ Skills for Care (2018), *Ibid.*

⁶⁶ Skills for Care (2019), *The state of the adult social care sector and workforce in England*

⁶⁷ Skills for Care (2018), *Ibid.*

⁶⁸ Family and Childcare Trust (2018), *Childcare Survey 2018*

⁶⁹ TUC (2017) *Press release: 'Cost of childcare has risen four times faster than wages since 2008, says TUC'*, accessed: <http://bit.ly/2iolyrS>

For this reason, many parents are not getting what they are entitled to. One example of this is Tax Free Childcare, the uptake of which has been lower than expected since being introduced in 2017.⁷⁰

In the overall Yorkshire and the Humber region,⁷¹ families are expected to spend a significant proportion of their income on childcare costs. As Table 1 shows, these costs vary widely with the child's age. While childcare costs should be treated as a household spend, evidence suggests that mothers tend to pay for childcare from their own incomes, rather than treat it as a household spend.⁷²

New data from the Women's Budget Group calculates that women with three- and four-year olds in the region can potentially spend up to 21% of their income on part-time childcare, after accounting for the 30-hour entitlement. However, the same type of childcare for under-three-year olds could absorb up to half (53%) of their income.⁷³ The higher costs for younger children are due to the fact that there is no support from the state with childcare for children under-three.⁷⁴ For three and four-year olds, the state's free entitlement is a significant support, potentially reducing childcare costs to around a fifth of women's earnings.

Table 1: Percentage of women's median earnings absorbed by childcare costs, by child age group, Yorkshire, 2018

Childcare costs in Yorkshire and the Humber (nursery cost for 48 weeks)		Women's median earnings (Yorkshire)	% of women's median earnings absorbed by childcare
0-2yo (PT)	£5,222	£9,926 (PT jobs)	53%
3-4yo (PT)	£2,060		21%
0-2yo (FT)	£10,187	£23,289 (FT jobs)	44%
3-4yo (FT)	£4,065		17%

Source: Women's Budget Group calculations using Childcare Care Survey 2019 and Annual Survey of Hours and Earnings, table 3.7a. 3-4yo figures include free entitlement.

73% of Yorkshire local authorities have reported having sufficient childcare provision for under-twos and 87% have part-time provision for three- and four-year olds, which is higher than the averages of 61% and 74% for England respectively.⁷⁵ However, the numbers are considerably lower for specific groups. Only 20% of local authorities in Yorkshire have sufficient provision for disabled children and for parents working

⁷⁰ Family and Childcare Trust (2019), *Childcare Survey 2019*

⁷¹ Data is only available for the wider Yorkshire and the Humber region, rather than for the Sheffield City Region specifically.

⁷² Women's Budget Group (2018), *The Female Face of Poverty*, accessed: <https://wbg.org.uk/analysis/the-female-face-of-poverty/>

⁷³ Own calculations using figures from House of Commons Library (2018), *Household incomes by region*; and Family and Childcare Trust (2019), *Childcare Survey 2019*

⁷⁴ The one exception is for parents of two-year-olds who are on a low income.

⁷⁵ Family and Childcare Trust (2019), *Childcare Survey 2019*

atypical hours (23% and 22% in England).⁷⁶ The situation is slightly better for full-time working parents, with two-thirds of local areas offering childcare in sufficient numbers.

Low and middle income families will be able to receive support with these childcare costs through Universal Credit or Tax Credits. However, for some families the cost of childcare will exceed the support that is available, and they will not receive any additional financial support for these childcare costs. This can mean that they are paying more in childcare costs than they are earning, and so are worse off financially for working more hours. Under both the new Universal Credit and the existing Tax Credits rules, the amount that parents can receive in support is capped at £646.35 per month.⁷⁷ Given that a single parent in Yorkshire and the Humber who works full-time will be paying on average £854.64 per month, and as nine in ten single parent families are headed by a woman,⁷⁸ this can be a financial problem for women with children in the region.⁷⁹

Investing in universal free childcare: Costs and benefits to Sheffield City Region's economy

The Women's Budget Group have modelled the economic costs and benefits of investing in universal high-quality childcare, and propose this model as an alternative to the current inadequate and expensive model of uneven quality.⁸⁰ Using this model and calculations for the cost of investing in universal childcare in the UK, they have estimated the cost and the benefit of universal childcare to the Sheffield City Region's economy. This model would require significant investment to achieve, but it illustrates the potential benefits to investment in the City Region's social infrastructure.

The model makes a series of assumptions, the most important of which are as follows:

- **Universal care provision for every child in the region under 4.5 years old** (average age to enrol in compulsory education) **for 48 weeks of the year** (assuming parents share care during their annual leave for the remaining four weeks);
- **Each facility has capacity for 49 children** (based on average numbers per facility currently);
- **Each facility will have 20 FTE members of staff** (based on current child to staff ratios and plus additional to cover for absence, such as illness or leave).

The costs and the benefits for the economy have been calculated based on two scenarios: pay at current level and pay at primary teacher level (see Appendix 1). This includes the gross costs of running childcare centres and the jobs created in the wider Sheffield economy, such as direct jobs in childcare, indirect jobs in the supply chain, and induced jobs⁸¹ in wider economy as a result of improving employment rate and earnings.

⁷⁶ Family and Childcare Trust (2019), *Childcare Survey 2019*

⁷⁷ <https://www.gov.uk/universal-credit/what-youll-get>

⁷⁸ Sumi Rabindrakumar (2018), *Gingerbread: One in Four, A profile of single parents in the UK*

⁷⁹ Lester Coleman and Josh Cottell (2019), *Ibid.*

⁸⁰ Women's Budget Group (2016), *Costing and funding free universal childcare of high quality*

⁸¹ Induced jobs are generated by the spending of households in the local economy as the result of direct and indirect effects from an economic activity (i.e. project, business financing, etc.).

Universal childcare of high quality is proven to be highly beneficial in improving young children's well-being, social inclusion and educational attainment later in life, particularly for children living in low-income families.⁸² Additionally, it fosters gender equality in employment, through providing high-quality jobs delivered by highly-qualified and trained workers, who themselves are adequately paid and who have good working conditions, in a female-dominated sector. It will also allow many mothers to realise their full potential and improve their earnings by freeing up their childcare constraints.

To ensure this new system has the most positive impact on children and on women's job prospects, welfare and earnings, the model pays childcare workers the equivalent to primary teachers. Currently two-thirds of childcare workers are paid under £15,000. Under the new pay scale, 55% would be paid at £25,600 and 45% at £34,200, depending upon qualifications. This would make the sector attractive to workers and increase families' disposable income, in turn creating more jobs in the wider economy.

Economic savings and benefits⁸³

This model estimates that both scenarios would lead to a reduction of nearly five percentage points in the gender employment gap, by increasing women's participation in the labour market.⁸⁴ This would reduce the current employment rate gap in Sheffield City Region from nine to four percentage points.

The investment cost in universal childcare would also be considerably offset by the savings in social security and increasing tax revenue. By increasing the number of well-paid jobs in the economy, it increases the money that families have to spend and the taxes paid, while decreasing the spending on welfare benefits.

Table 2: Savings on social security spending and additional tax revenue for investing in universal childcare in Sheffield City Region

		Scenario 1	Scenario 2
Savings on UC spending	By improving pay & more jobs	£150m	£190m
	By reducing unemployed claimants	£59m	£77m
Tax revenue	Direct tax	£147m	£399m
	Indirect tax	£65m	£145m
Total tax & benefit gains		£421m	£811m

Source: based on Women's Budget Group's universal childcare costing model (<http://bit.ly/2WDCvC4>)

⁸² J De Henau (2019), *Employment and fiscal effects of investing in universal childcare: a macro-micro simulation analysis for the UK*, The Open University

⁸³ Calculations for economic savings and benefits are based on proportional calculation on Women's Budget Group's universal childcare costings for the UK.

⁸⁴ This assumes the current gender distribution in childcare jobs and wider economy remains the same.

Since tax and social security are administered by central Government, the ideal model of investment in universal childcare would also be funded by Westminster. However, it is important to note that once the benefits from number of jobs, increased earnings, reduced social security spending and increased tax revenue are taken into account, and including the current government spending on childcare, **investment in universal childcare is 75% to 79% self-funded.**⁸⁵

Key facts

Investment in high-quality, universal childcare has huge potential to create well-paid jobs in the Sheffield City Region, thereby increasing families' spending power, lifting people out of poverty and low-pay and improving children's life chances.

While this is a huge investment to make, we call on the Combined Authority to work with Westminster to secure the powers needed to properly invest in childcare. This is a necessary first step towards a large-scale investment into childcare for the City Region, that would be hugely beneficial to women and families across the region. Ultimately, this investment would:

- Cost between **£841 million and £1.41 billion** (annual gross)
- Create **1,681 childcare centres**
- Create between **50,766 to 55,473 jobs**
- Reduce welfare spending between **£421m and £811 million**
- Reduce gender employment rate gap **by five percentage points**
- Cost a total of **£210 million to £296 million** (annual net)

⁸⁵ J De Henau (2019), *Ibid.*

Key Findings: Transport

- *The Combined Authority should collect sex and ethnicity-disaggregated transport data, to provide detailed insights into how residents are using transport in the region;*
- *National data highlights the differences in how men and women use transport: women take 20% more bus trips and men take 90% more cycling trips;*
- *Efforts to make the Sheffield City Region transport network safer and more environmentally friendly should consider the specific needs of female residents.*

The creation of a significantly devolved transport budget, alongside wider infrastructure, skills and business support funding, has given the Combined Authority the power to transform their transport system into a multi-modal, integrated network that provides safe travel throughout the region. Their Transport Strategy 2018 – 2040 outlines how they intend to harness this power, with transport being ‘central to us achieving our ambitions for economic growth’. The strategy defines their vision for the future of the Region: ‘by 2040 we will continue to be a forward-looking City Region with integrated transport connections that support economic growth and improve quality of life for all.’⁸⁶

The data we have on how men and women use transport differently, such as the mode and the frequency of travel, combined with the issues that affect women and girls’ use of public transport, such as their safety, necessitates a transport policy that pays specific consideration to the needs of women.

While the region’s transport strategy collates Census data on residents’ mode of transport, it does not sex-disaggregate this data. Additionally, previous data reports from Fawcett found that both the West Midlands⁸⁷ and Greater Manchester⁸⁸ Combined Authorities commissioned research that collects local travel data, including on gender. This offers real insight into the differences in how women and men in those regions are using their transport services.

Given that there is national and regional data that does measure gender, we call on the Sheffield City Region Combined Authority to adopt this existing best practice and seek to collate and publish up-to-date data on gender in transport. This is to ensure the public transport services under their remit are fully fit for purpose for their female residents.

Types of transport taken

National data indicates that women overall take more trips than men, however men tend to travel longer distances than women. In 2017, women took 52 more trips per person than men.⁸⁹

When considering the gendered differences between modes of transport, we found that women are more likely to walk than men, taking 11% more walking trips. This disparity is particularly prevalent for the 30-

⁸⁶ Sheffield City Region (2017), *Transport Strategy 2018 - 2040*

⁸⁷ Fawcett Society (2018), *Making devolution work for women: West Midlands data report*

⁸⁸ Fawcett Society (2018), *Making devolution work for women: Greater Manchester data report*

⁸⁹ Department for Transport (2018), *National Travel Survey for England 2017*

39 age group, where these women took 54% more walking trips than men in the same age bracket.⁹⁰ This highlights how important it is for the Combined Authority to consider women's needs with regards to personal safety in public spaces, as part of their approach to 'creating healthy streets where people feel safe', outlined in their transport strategy.⁹¹

Similarly, women take 20% more bus trips than men, with an average of 61 trips against 50 trips. Notably, the use of buses is fairly gender equal for those in the 17-20 age group, with this disparity widening between women and men as they grow older.⁹² Women also take marginally more car trips than men (6%), however men travel 16% further.⁹³

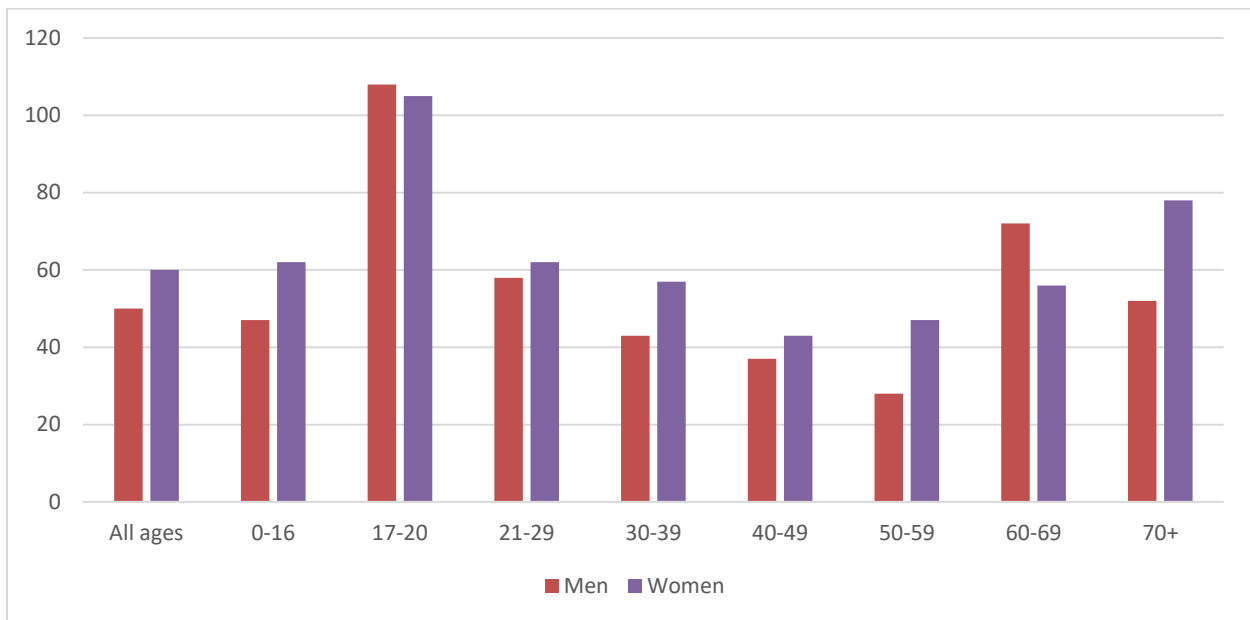


Figure 2: Number of bus trips per person by age and gender

When it comes to cycling and rail trips, men use these modes of transport more often than women. Men take 90% more cycling trips than women, 24 per year compared to 9 per year on average,⁹⁴ and 28% more rail trips.⁹⁵

⁹⁰ Department for Transport (2018), *National Travel Survey for England, Table NTS0601: Walking trips by age and gender*

⁹¹ Sheffield City Region (2017), *Ibid.*

⁹² Department for Transport (2018), *National Travel Survey for England, Table NTS0601: Bus use by age and gender*

⁹³ Department for Transport (2018), *National Travel Survey for England, Table NTS0601: Car trips by age and gender*

⁹⁴ Department for Transport (2018), *National Travel Survey for England, Table NTS0601: Cycling trips by age and gender*

⁹⁵ Department for Transport (2018), *National Travel Survey for England, Table NTS0601: Surface rail trips by age and gender*

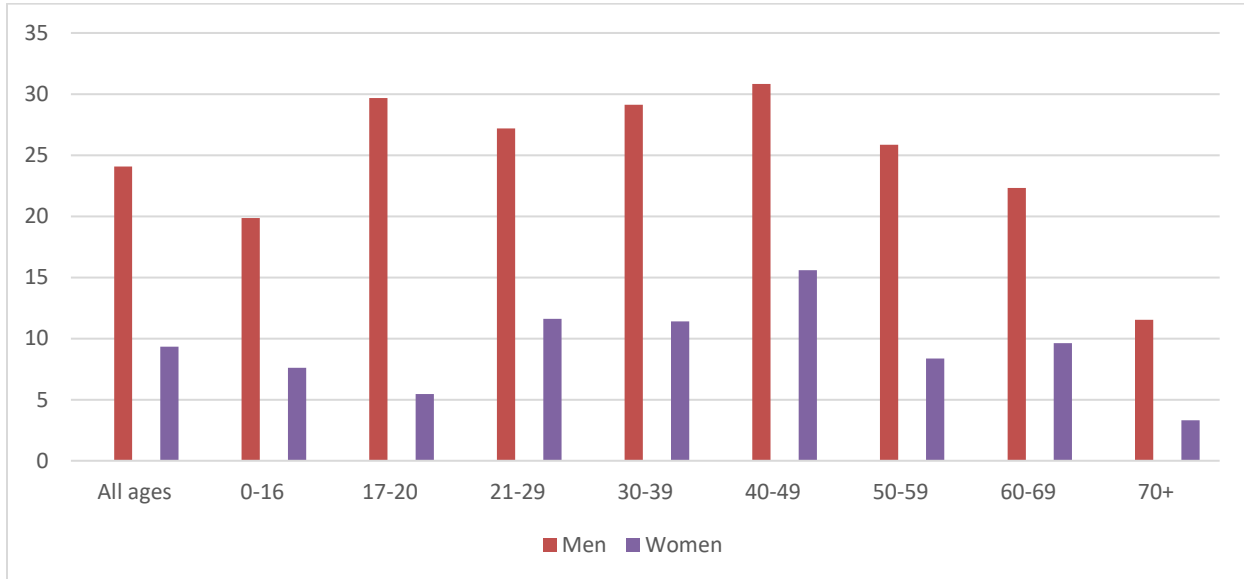


Figure 3: Number of cycling trips per person by age and gender

Historically, the spending priorities of the Government have been biased towards these typically male modes of travel, such as the HS2 railway project. By 2014, 70% of councils had cut bus funding, with a £19 million cut in 2013 alone.⁹⁶ The Combined Authority are conducting an independent review into the current bus network across South Yorkshire, chaired by Clive Betts MP, and will make recommendations as to how it could be improved, under the broadened scope of their Devolution Deal. We call for the review to collect gender-specific evidence on how current services are serving the needs of women, listen to women’s voices about their transport needs, and ensure any changes they make are of benefit for all women travelling across the City Region.⁹⁷

Reasons for travel

The gendered differences between modes of transport used partly reflect differences in the type of trips made and the reasons behind them. Women make more trips for shopping and taking children to childcare and school, which tend to be short, whereas men make more commuting trips, which tend to be longer.

Women take 25% more trips for escort education, such as taking children to school and back, while men take 25% more trips for commuting. Similarly, women take 17% more trips than men for shopping, due to shouldering a disproportionate share of household duties, and men take 22% more trips for business.⁹⁸

This indicates that the travel patterns of men are likely to be more simple than women, such as a twice-daily commute, rather than the ‘trip-chaining’ method of travel, which has been demonstrated to be used more by women. This travel pattern of several, small interconnected trips might include dropping children

⁹⁶ Caroline Criado Perez (2019), *Invisible Women: Exposing data bias in a world designed for men*

⁹⁷ Sheffield City Region (2017), *Ibid.*

⁹⁸ Department for Transport (2018), *National Travel Survey for England, Tables NTS0611 and NTS0612: Age and gender*

off at school, going to work, picking children up from school and going food shopping on the way home.⁹⁹ Given that women in the region have been shown to do the majority of unpaid care work, this will also affect their travel needs, and we recommend data being collected on this by the Combined Authority.

Concessionary fares and mobility

The gendered difference in travel experiences can also intersect with age and disability, meaning that older women and disabled women will have different user experiences of public transport. This should be taken into account by the Combined Authority as part of their strategy of building a transport system that is fit for purpose for all residents.

Nationally, 71% of eligible pensioner women hold a bus pass, compared to 67% of men, meaning that changes to concessionary bus fares or services will have a greater impact on older women.¹⁰⁰ Similarly, women are more likely than men to have difficulties travelling on foot or by bus, or both. 17% of women across the country report having problems with their mobility, compared with 12% of men.¹⁰¹

Notably, the percentage of women experiencing mobility difficulties doubles between the age groups of 50-59 and 60-69. When considering gender, the largest disparity is with the 70+ age group, with these women 34% more likely than men to have mobility difficulties. A prominent gap is also seen in the 60-69 age group, where women are 20% more likely to have difficulty getting around than men of the same age.¹⁰²

Safety and transport

The Combined Authority's transport strategy is guided by the City Region's core vision: to continue to be a forward-looking City Region with integrated transport connections that support economic growth and improve quality of life for all.¹⁰³ To achieve transport connections that improve the quality of life for all residents within this region, due consideration must be paid to the issue of safety on public transport.

Between 2017-18, the British Transport Police recorded 3,378 sexual assaults on women, across transport networks nationwide. It must be emphasised that these are just the figures that are reported to the police, and the majority of women who experience sexual assaults do not report them.¹⁰⁴ Women do not report for a variety of issues. Some may be unsure of what constitutes sexual harassment and are afraid of the

⁹⁹ Department for Transport (2018), *National Travel Survey: England 2017*

¹⁰⁰ Department for Transport (2018), *National Travel Survey for England, Table NTS0620: Take up of concessionary travel schemes by gender*

¹⁰¹ Department for Transport (2018), *National Travel Survey for England, Table NTS0622: Mobility difficulties by age and gender*

¹⁰² Department for Transport (2018), *Ibid.*

¹⁰³ Sheffield City Region (2017), *Transport Strategy 2018 - 2040*

¹⁰⁴ British Transport Police (2018), *FOI Response 1437-18, accessed at:*

https://www.btp.police.uk/about_us/your_right_to_information/publication_scheme/disclosure_log/crime_statistics.aspx

response of the authorities. Secondly, there is a lack of information for women on what to do, or who to go to, if they are sexually harassed or assaulted on public transport.¹⁰⁵

Given the City Region's devolved responsibility for public transport, the Combined Authority should issue guidance that ensures bus operators, rail and other transport providers who they award contracts to are required to have a robust policy on sexual harassment. An additional measure for considering the safety and security needs of female passengers could be a series of public awareness campaigns. One could be targeted at preventing sexual harassment and changing attitudes about the acceptability of such behaviour. Another could provide information to women on what sexual harassment is and how to report it.

Finally, while under-reporting is common, data on the attitudes women hold towards their safety on public transport can be harnessed to inform a policy that ensures transport is built around the needs of women and girls. A UK Department for Transport study highlighted the disparity between male and female perceptions of danger. It demonstrated that 60% of women are scared waiting on train platforms, 49% are scared waiting at the bus stop, and 59% are scared walking home from a bus stop or a train station. The figures for men are 31%, 25%, 20% and 25%, respectively.¹⁰⁶

For the Combined Authority to achieve their goal of an inclusive and modern transport network, with '95% public opinion that their local transport choices feel safe by 2040', we call for them to build transport infrastructure and planning around women's needs, such as putting protection in place at bus stops where women feel unsafe, to ensure a public service that works for everyone.¹⁰⁷

Environment and transport

One of the key aims of the Combined Authority's transport strategy is to improve the environment in the region. The strategy warns of how the City Region 'faces significant air quality issues with 29 Air Quality Management Areas (AQMAs) and high levels of carbon emissions around the centre of Sheffield and along the motorways and A Roads.'¹⁰⁸

In light of this, the strategy outlines policies geared towards investing in an environmentally friendly transport network in the region, such as walking and cycling infrastructure and behaviour change initiatives, and ensuring efficient public transport. In line with the data findings in this report, the Combined Authority should consider how greener modes of transport will affect women.

Their ambitious South Yorkshire cycling action plan, which aims 'to increase the mode share of cycling to 10% of all journeys by 2025 and to 25% by 2050', should include a focus on how to ensure that healthier, more active means of travel are a viable option for women, and are aligned with how and why they travel, given that nationally men take 90% more cycling trips than women.¹⁰⁹

¹⁰⁵ Caroline Criado Perez (2019), *Invisible Women: Exposing data bias in a world designed for men*

¹⁰⁶ Department for Transport (2004), *People's perceptions of personal security and their concerns about crime on public transport*

¹⁰⁷ Sheffield City Region (2017), *Transport Strategy 2018 - 2040*

¹⁰⁸ Sheffield City Region (2017), *Ibid.*

¹⁰⁹ Sheffield City Region Combined Authority Transport Committee (2015), *South Yorkshire Cycling Action Plan*

Key Findings: Safety in public spaces

- 130 violent or sexual offences are reported to the South Yorkshire police every day;
- There is a lack of sex and ethnicity-disaggregated data in the Sheffield City Region on sexual harassment and assault in public places, which the Combined Authority should address.

Another key goal of the transport strategy is to create healthy streets where people feel safe. This goal will support the realisation of the Combined Authority's broader vision: becoming a forward-looking City Region with an improved quality of life for all.¹¹⁰ However, the success of this policy relies upon a clear consideration of the disparities between the everyday experiences of women and men on the streets, and the impact of these experiences on both the safety of women and girls, as well as their perceptions of their safety, in these public spaces.

In a survey conducted by the End Violence Against Women coalition, over eight in ten women aged 18-24 (85%) and over six in ten women of all ages (64%) reported that they had experienced unwanted sexual attention in public places.¹¹¹ Another survey of 14-21 year olds, conducted by Plan UK in 2018, found that nearly four in ten girls (38%) experience verbal harassment, including sexual comments in public places at least once a month.¹¹² Furthermore, 63% of girls and young women aged 13-21 experience, or know someone who has experienced, not feeling safe walking home alone, according to the Girls Attitudes Survey 2018.¹¹³ It is also important to emphasise that this sexual harassment intersects with other forms of abuse, such as racialised sexual harassment and disability-related harassment.

The sexual harassment of women and girls in public spaces has significant impacts on how they use these spaces, restricting their freedom to enjoy public life and often sparking changes in how these women behave in public. A 2014 survey found that 87% of women reported changing their route as a result of harassment, and nearly 80% chose different forms of transport, such as taking a taxi at night rather than walking.¹¹⁴ Dr Fiona Vera-Gray also reported to the Women and Equalities Select Committee that women perform habitual 'safety work', often unconsciously, such as taking particular routes or wearing headphones and looking down.¹¹⁵

While there is a lack of data on sexual harassment in public places within the Sheffield City Region, South Yorkshire Police collect data on violent and sexual offences reported in the areas governed by the region's constituent council members.¹¹⁶ Between April 2018 and March 2019, 47,800 violence and sexual offences

¹¹⁰ Sheffield City Region (2017), *Ibid.*

¹¹¹ End Violence Against Women coalition (2016), *Written submission to Women and Equalities Committee inquiry*, accessed: http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/women-and-equalities-committee/sexual-harassment-of-women-and-girls-in-public-places/written/81597.html#_ftn3

¹¹² Plan International UK (2018), *Street Harassment, It's Not Ok*

¹¹³ Girlguiding UK (2018), *We See the Big Picture: Girls Attitudes Survey 2018*

¹¹⁴ Hollaback! And Cornell University (2015), *International Survey on Street Harassment*

¹¹⁵ Women and Equalities Select Committee (2017-19), *Sexual Harassment of Women and Girls in Public Places*

¹¹⁶ These areas are: Barnsley North East, Barnsley South East, Barnsley Town Centre, Barnsley West, Doncaster Central, Doncaster East, Doncaster West, Rotherham Central, Rotherham North, Rotherham South, Sheffield Central and North West, Sheffield North East, Sheffield South East, and Sheffield South West

were reported overall for these areas.¹¹⁷ This works out to 130 violent or sexual offences per day. These were the largest number of crimes recorded across all categories of crimes for this time period. Additionally, when measuring the increases in each category of crime from the previous year, the largest increase across all categories of crime in every area of the region was violent and sexual offences, ranging from a 31% increase in Barnsley North East, to a 28% increase in Sheffield North East, Rotherham South and Doncaster West.¹¹⁸ It is worth noting that, although this data indicates that more individuals are reporting these crimes to the police, it does not mean the prevalence of violent and sexual offences has necessarily increased.

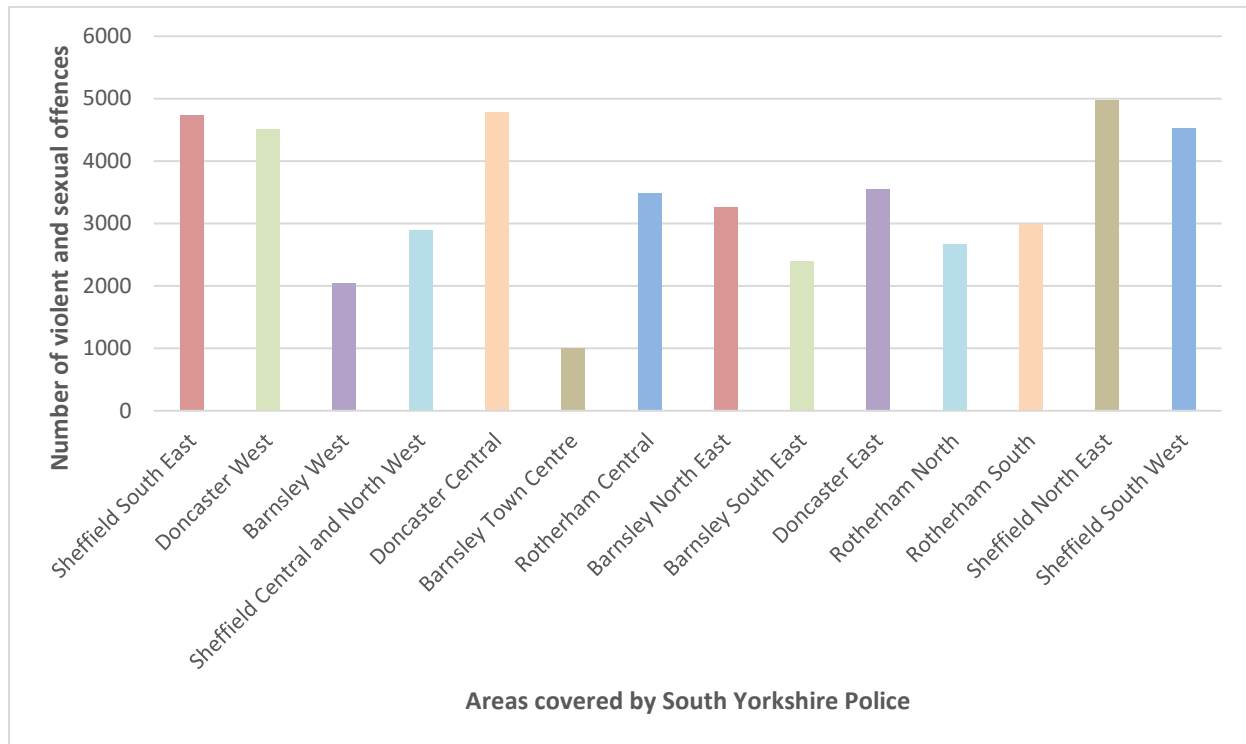


Figure 4: Number of violent and sexual offences reported by area within South Yorkshire between April 2018 and March 2019

It is important to note that, although this data gives an indication of part of the problem in key areas within the City Region, the data is not sex-disaggregated or disaggregated between violent and sexual offences.¹¹⁹ Sheffield City Region has a responsibility to show leadership in making public places safe, as part of their transport strategy. Comprehensive geographical, sex and ethnicity disaggregated data collection is needed, to develop evidence as to how women and girls in the region are impacted by sexual

¹¹⁷ This is likely to be a huge underestimation of the problem. Data from the Crime Survey for England and Wales shows that around five in six victims (83%) do not report their experiences to the police: <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/sexualoffencesinenglandandwales/yearendingmarch2017>

¹¹⁸ Police UK, *South Yorkshire Police*, accessed: <https://www.police.uk/south-yorkshire/#neighbourhoods>

¹¹⁹ While the Crime Survey for England and Wales analyses sexual assaults experienced by adults aged 16 to 59, including by type, sex and personal characteristics, and police recorded sexual offences, it does not break this data down by geographic location

harassment on the streets. This evidence could then be drawn upon by the City Region to achieve their policy goal, perhaps through developing a comprehensive programme of work to tackle sexual harassment in public places.

One mechanism for collecting sex-disaggregated data on sexual harassment in public spaces would be to categorise misogyny as a hate crime,¹²⁰ as Nottinghamshire Police have been doing since April 2016. Following the Nottinghamshire pilot, three other police forces – North Yorkshire, Northamptonshire, and Avon and Somerset – have introduced similar schemes.¹²¹

We call for the Combined Authority to work with the police forces in the region to explore ways to address sexual harassment in public spaces, including making misogyny a hate crime. Although not all forms of sexual harassment constitute a criminal offence, and there remains the widespread issue of underreporting, this is a necessary first step for the Combined Authority to take.

In addition to sending the message that this behaviour is unacceptable, and indicating that the Combined Authority takes safety in public spaces seriously, the ability to report these incidences would act as a data recording tool for the police. Working in partnership with the Police and Crime Commissioner, this evidence would allow the Combined Authority to build an understanding of the ways in which different groups of women and girls are targeted in public. This evidence could then be drawn upon by the Combined Authority to inform effective policies, in line with their strategy of creating streets where all residents feel safe.

¹²⁰ Fawcett Society (2018), *Misogyny hate crime briefing*, accessed: <https://www.fawcettsociety.org.uk/misogyny-hate-crime-westminster-hall-debate-briefing>

¹²¹ <https://www.theguardian.com/world/2018/jul/09/uk-police-chiefs-urged-to-adopt-harassment-of-women-as-hate>

Key Findings: Homelessness

- *Yorkshire and the Humber is one of the three regions in the UK with the fastest growth rates of homelessness;*
- *There was a 12% increase in homeless individuals in the region from 2017-18.*

There are a variety of types and measures of homelessness, making it difficult to collect accurate and consistent data on the scale of this issue.

- Rough sleeping is the most visible, and likely most familiar, type of homelessness.
- Statutory homelessness is where individuals are legally defined as homeless because they lack a secure place in which they are entitled to live or not reasonably be able to stay. In this circumstance, they can apply to their local authority for homelessness assistance in the form of temporary accommodation.
- Hidden homelessness is where individuals are either not entitled to help with housing, or do not even approach their councils for help, and resultantly are not included in official statistics. Many of these individuals stay in hostels, squats or 'concealed' housing, such as the sofa of friends or family.¹²²

In 2018, Shelter recorded 320,000 people as homeless. While London has the highest rate of homelessness, the analysis indicates that Yorkshire and the Humber is one of the three regions where homelessness is growing the most rapidly, having seen an increase of 12% from 2017 to 2018.¹²³

5,664 people in the region are homeless, which translates to one in 962 citizens in the region. 3,015 of these individuals are living in temporary accommodation, 207 individuals are sleeping rough, 2,332 individuals are staying in homeless hostels and 110 are residing in social services temporary accommodation. Out of all the local authorities in the region, Doncaster has the highest rate of homelessness, with 498 people homeless, or one in 621 people.¹²⁴

¹²² Crisis, *About homelessness*, accessed: <https://www.crisis.org.uk/ending-homelessness/about-homelessness/>

¹²³ Shelter (2018), *Homelessness in Great Britain: The numbers behind the story*

¹²⁴ Shelter (2018), *Ibid.*

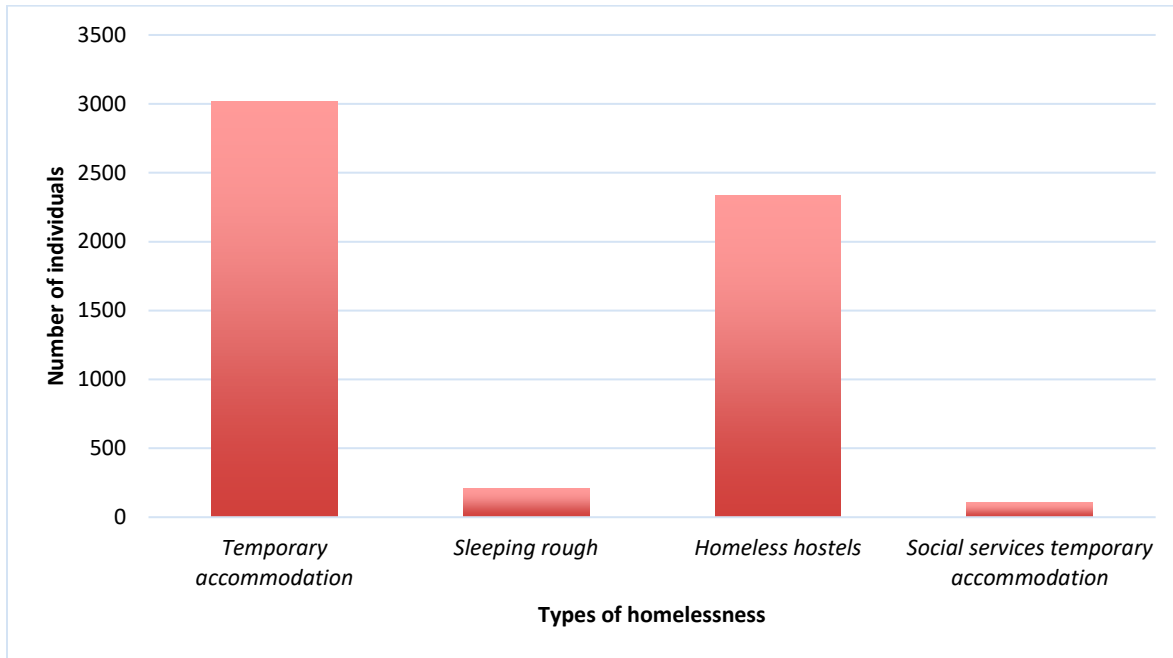


Figure 5: Number of homeless individuals in Yorkshire and the Humber by type of homelessness

One of the Mayor Dan Jarvis' key aims is to 'establish the region's first homelessness network', comprised of key local partnerships who together can tackle rough sleeping. To help achieve this aim, he organised Sheffield City Region's first Mayoral Homelessness Summit, with over 140 professionals from organisations that support those who are homeless, as well as Local Authority Leaders, MPs, representatives from Ministry of Housing, Communities and Local Government and the Chief Executive of Crisis.¹²⁵

Joanne Bretherton, Research Fellow at the University of York's Centre for Housing Policy, emphasises that women are 'far more likely to experience homelessness than men', often as a result of domestic violence.¹²⁶ One in five women supported by Crisis had their homelessness caused by domestic abuse in 2018.¹²⁷ Additional Crisis research found that 61% of homeless women had experienced violence and/or abuse from a partner.¹²⁸ Furthermore, 'women and men tend to take quite different pathways through homelessness', meaning that female homelessness is not as easily observed or measured and the scale of the issue will be underestimated.¹²⁹ When collecting statistics on homelessness, these numbers are derived from counting the individuals who use homeless services.

¹²⁵ Mayoral Homelessness Summit (2019), accessed: <https://sheffieldcityregion.org.uk/wp-content/uploads/2019/01/Mayoral-Homelessness-Summit-Final.pdf>

¹²⁶ University of York (2017), *The UK's hidden homeless: lone women parents most likely to suffer*, accessed: <https://phys.org/news/2017-04-uk-hidden-homeless-lone-women.html>

¹²⁷ APPG for Ending Homelessness (2019), *A safe home: breaking the link between homelessness and domestic abuse, campaigns report*

¹²⁸ APPG for Ending Homelessness (2019), *Ibid.*

¹²⁹ University of York (2017), *Ibid.*

As highlighted by Caroline Criado Perez, this data collection method only works if men and women are equally likely to use these services, and they are not. For the women who are homeless because of domestic violence, they would be more likely to seek refuge in domestic violence shelters, rather than homeless shelters, which means they are not counted as homeless.¹³⁰ Additionally, these 'hidden homeless' women may seek help through staying with relatives or friends, rather than using public services, which means they will not be counted.

National research indicates that single mothers account for 65% of homeless families, which amounts to approximately 647,000 lone women parents and their children. In the UK, between 1998-2015, approximately 66,660 lone women and single mothers with dependent children were reported homeless as a result of experiencing domestic and gender based violence.¹³¹

Rough sleeping is dangerous for everyone, with the majority of individuals who are affected being men. 14% of people recorded sleeping rough in 2017 were women, with research from St Mungo's indicating that women sleeping rough carry the added burden of gender-based violence and abuse before, during, and after their time on the streets. Sexual harassment, abuse and violence are common for these women, causing them to often conceal themselves. Hiding from this harm means that women are hidden from the help provided by homelessness services, as well as are missing from statistics.¹³²

Consequently, as a key part of their homelessness strategy, we call for the Combined Authority to recognise and respond to the specific needs of individual women and single mothers who are facing all types of homelessness. Their strategy must be informed by an evidence base that robustly and accurately measures gender in relation to homeless individuals.

¹³⁰ Caroline Criado Perez (2019), *Invisible Women: Exposing data bias in a world designed for men*

¹³¹ University of York (2017), *Ibid.*

¹³² St Mungo's (2018), *Women and rough sleeping: a critical review of current research and methodology*

Appendix 1

Women's Budget Group: The calculated cost of universal childcare in the UK

Scenario 1: Universal childcare on current pay scale

Number of childcare facilities: 1,681
Cost per facility (annual): £484,464
Direct childcare jobs: 33,620
Indirect jobs: 5,715
Induced jobs: 11,431
Total jobs created: 50,766
Total gross annual cost: £814.4 million

Scenario 2: Universal childcare on primary teacher pay scale

Number of childcare facilities: 1,681
Cost per facility (annual): 837,371
Direct childcare jobs: 33,620
Indirect jobs: 5,715
Induced jobs: 16,138
Total jobs created: 55,473
Total gross annual cost: £1.41bn