AN INDEPENDENT COMMISSION INTO RACISM AND RACIAL DISPARITIES IN SHEFFIELD

Chaired by Professor Kevin Hylton,
Commissioned by Sheffield City Council | June 2022
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FOREWORD
BY KEVIN HYLTON

In June 2020 I was invited to be the Independent Chair for the Sheffield Race Equality Commission. I was informed by the then Leader of the Council (Julie Dore) that the Commission had cross-party support and was jointly endorsed by the CEO of the city council and its partners.

At this time there was nationwide recognition of the blight of racism nationally and internationally and many organisations were keen to make statements about how much they wished to disrupt it. The systematic tokenism of statements and vacuous protestations were not lost on me at this time. In addition, I received many invitations from organisations in education, sport, and business to speak on this issue as a sop to deflect the gaze from their own lack of race equality and antiracism activity. Many of them sought an authoritative Black voice either because they did not have any in their own organisations, thus emphasising a lack of diversity, or they did not value the voices of racialised colleagues to speak on such matters. Both situations remain unacceptable. My invitation from Sheffield City Council to chair the Commission emerged out of this backdrop, which required a persuasive case that there was substance to the initiative.

As Independent Chair I appointed 24 Sheffielders to represent the diversity and wealth of lived and professional experience in the city. The diversity of this group was exceptional in terms of gender and ethnicity. Though I am familiar with Sheffield, the Commissioners shared with me their experiences of growing up, working, living, leaving, and returning to the city. Race and ethnicity were elemental in their experiences and their observations of city dynamics. The past melded with the present. City leaders were disconnected from the community, community organisations felt undervalued and fragmented, and parents were apprehensive for their young people. These perspectives were valuable in the planning and implementing of evidence hearings. Yet this type of diversity in leadership and cultural competence was lacking among many city stakeholders attending the weeks of hearings from December 2020 to July 2021.

The COVID Pandemic affected everyone and became a constant presence in how we conducted business. Our meetings and hearings were online thus presenting intense logistical pressures that ultimately led to the Commission taking longer to conclude its work and report than planned. The breadth of evidence and range of attendees in the hearings still gave the Commission confidence that Sheffield's story would be convincingly told.

Over 150 pieces of evidence and in excess of 400,000 words of transcripts from open public and closed hearings, focus groups and interviews led to 10 key findings that addressed how social contexts framed approaches to race equality and racism. Finding 1) Austerity, COVID, and Black Lives Matter exemplified this. This backdrop became the starting point for an examination where the following themes unfolded,

2) Race, racism and racial inequalities
3) Reporting, grievance and disciplinaries
4) Antiracism
5) Data and research
6) Communities, consultation and co-production
7) Funding, procurement and enterprise
8) Workforce, diversity and leadership
9) Board membership, leadership and governance, led the Commission to question the nature of
10) Trust and confidence in the city.

Based on the foundations of the findings emerged 7 recommendations requiring of the city and its key partners to not only implement the recommendations within 36 months, but to also commit to become antiracist within 24 months. Such actions are what will ultimately convince me of the substance to this initiative.

The report and its recommendations represent a moment for Sheffield to embrace, learn and grow. This is a moment to really consider the findings and the recommendations to then build a different future where racism and racial disparities are disrupted and dismantled. Our lived experiences and diversity should lead to a productive diversity that become a transparent asset which makes Sheffield one of the best cities to live in. The Commission and myself have presented the report and recommendations for change and now it is imperative for the city to collectively engage on this shared journey, leading and delivering change together.

It has been impossible beyond mentioning every contributor to this inquiry in the Hearings Attendance list [Annex C] and Individuals and Organisations who submitted Evidence: [Annex D], to make reference to everyone's name or organisation in the text. On that note, where organisations or individuals are mentioned it is to emphasise a shared point that has been triangulated through hearing the voices and reading the evidence of multiple contributors. I would like to thank all individuals and organisations who gave their time to this inquiry. I give credit to all of those who have made a contribution to this report and its deliberations.

In Sheffield, there is much work to be done to tackle racism and racial disparities, beginning with endorsing this report and the implementation of its recommendations.

Prof. K. Hylton

Professor Kevin Hylton
Chair Sheffield Race Equality Commission

SHEFFIELD RACE EQUALITY COMMISSION
TERMS OF REFERENCE

The Commission is established by Sheffield City Council to make a non-partisan strategic assessment of the nature, extent, causes and impact of race inequality in the city and to make recommendations for tackling them.

The Commission is composed of invited individuals from Sheffield with knowledge and expertise to bring to bear on this major social and economic issue. The Commission is led by an Independent Chair. Commissioners are expected to contribute expertise rather than represent specific interests, in the spirit of making a collective contribution towards helping Sheffield to be as fair and prosperous as possible, a city in which all residents feel included.

The Commission will operate similar to a Parliamentary Select Committee, mounting a focussed inquiry using a series of hearings, taking evidence and producing a final report. [The Commission mainly heard evidence in public, and in particular cases held closed sessions for confidentiality/anonymity purposes].

Its terms of reference are as follows:

1. To consider the nature, extent and impact of racism and racial disparities on the City of Sheffield.
2. To invite written evidence from a wide range of interested parties across the city and beyond it, to stimulate and listen to a debate amongst the people of Sheffield, and to take oral evidence from a cross-section of those with expertise on this matter.
3. To consider evidence on what has worked with regard to reducing racism and race inequalities within the city and elsewhere.
4. To make interim recommendations and to prepare a full report for publication on completion. The final report will detail the nature, extent, causes and impact of racism and race inequalities and make recommendations to the Council and other key bodies about what short and long-term measures are required to reduce those inequalities. The priority here should be to identify those actions that can be taken by the city itself and those which require external intervention or a combination of both.

5. In view of the wide scope of this inquiry the Commission will prioritise a number of issues for its consideration, namely:

- Education
- Business/Employment
- Health
- Civic Life and Communities
- Crime and Justice
- Sport and Culture

   The specific questions to be examined under each theme is to be directed by the Commission under the guidance of the Chair.

6. To establish a working group to follow up on the recommendations.

One year after the publication of the Commission's report the City Council, together with the working group constituted of its key partners and stakeholders, will undertake a review of progress made through its objectives and then subsequently on an annual basis. Actions must drive systemic change at a local level to create a more inclusive city where racism and racial disparities are acknowledged and addressed.

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

ACKNOWLEDGEMENTS

The Commission would like to thank all those who have given up their time to support the work of the Commission. Many of the conversations have been insightful and sensitive to the needs of the Commission and ultimately the shape of the final report.

Professor Alan Walker
Professor Ian Cole
Professor David Robinson
Professor David Price
Dr Natalie Darko
Dr Arun Verma
Dr Roger Kline
Abdul Shaif
Robert Cotterell
Kate Josephs
Eugene Walker
Cllr. Abtisam Mohamed
Laurie Brennan
Dr Muna Abdi
Professor David Robinson
Anthony Olaseinde
Richard Iferenta
Chris Grant
The Lewis Hamilton Commission
The Sheffield City Council Secretariat - Adele Robinson, Bashir Khan, Jane Kemp, Sandra Bell, Whied Latif, Adeel Zahman, Lydia Catling.

All the organisations in the city who supported the Commission at the outset:
Agency for Culture & Change Management
Ashiana

Asian Business Development Network
Dr Alan Billings, Police & Crime Commissioner
Bishop of Sheffield
Paul Blomfield, MP for Sheffield Central
Citizens Advice Bureau
Cohesion Sheffield
Diocese of Sheffield
Faithstar
Firvale Community Hubs
Gill Furniss, MP for Sheffield Brightside & Hillsborough
Health Watch
Hindu Community
Islamic Society Britain
Learn Sheffield
The Muslim Chaplain
New Testament Church of God
Roshni Asian Women's Resource Centre
SACMHA Health & Social Care
Sharrow Community Forum
Sheffield Chamber of Commerce & Industry
Sheffield Children's NHS Foundation Trust
Sheffield City Council
Sheffield College

Sheffield & District African Caribbean Community Association
Sheffield Hallam University
Sheffield Health & Wellbeing Board
Sheffield NHS CCG Clinical Commissioning Group Committee
Sheffield Theatres
South Yorkshire Community Foundation
South Yorkshire Housing Association
South Yorkshire Police
SOAR Community
Thalassaemia South Yorkshire (TSY)
The Equality Foundation
University of Sheffield
Voluntary Action Sheffield
ZEST Community

Individuals and organisation representatives who attended the Hearings:
Annex C

Individuals and Organisations who submitted Evidence:
Annex D

THE COMMISSIONERS

For full commissioner information visit: **www.sheffield.gov.uk/raceequalitycommission**

Sahra Ahmed	Rhonda Allen	Shruti Bhargava	Winston Campbell	Malcolm Cumberbatch	Dr. Sharon Curtis
Cllr. Dawn Dale	Nancy Fielder	Yuen Fong Ling	Sonia Gayle	Nathan Geering	Gulnaz Hussain
Gul Nawaz Hussain QC	Daljit Kaur	Mohammed Mahroof (Former Lib Dem councillor)	Ruth McDonald	Cllr. Zahira Naz	Addullah Okud
Kaltum Osman Rivers (Former Green councillor)	Shahida Siddique	Oliver Tsemo	Dr. Martin Wilkie	Jonathan Yahya Williams	Sheila Wright

EXECUTIVE SUMMARY

The Race Equality Commission (REC) has concluded that racism and racial disparities remain significant in the lives of Sheffield's citizens. What has been shared with the Commission spans education, crime, justice and policing, sport and culture, health, business and employment, civic life and communities, and more. The perpetuation of racism, and racial disparities across sectors and major institutions in the city compel the Commission to restate the urgency to instigate positive measures and improvements in organisations and among its citizenry.

The Race Equality Commission was established by Sheffield City Council to make a non-partisan strategic assessment of the nature, extent, causes and impacts of racism and race inequality in the city and to make recommendations for tackling them (see p4 Terms of Reference).

It has support from all the political groups in the local authority, and following the original support from Julie Dore (Leader of SCC) and Charlie Adan (Interim CEO) has had renewed support from Cllr. Terry Fox, Kate Josephs (CEO) and Eugene Walker (Acting CEO).

Following the show of support from civic leaders, the Commission was endorsed by over 50 influential organisations across the city. This offered a high degree of confidence early on that the recommendations of the Commission would be recognised and implemented.

The Sheffield Race Equality Commission's Terms of Reference describe a process similar to a Parliamentary Select Committee mounting an inquiry prioritising SIX main areas:

- Business and Employment
- Civic Life and Communities
- Crime and Justice
- Education
- Health
- Sport and Culture

The Commission received over 150 pieces of evidence [see Annex B] and spoke to over 165 witnesses at the hearings. The witnesses spanned individuals and organisations from the Sheffield community to large city-wide providers, strategic bodies, national organisations, and significant Sheffield alumni. In addition to the 150+ evidence submissions there was over 600 pages of transcripts from hearings amounting to 400,000+ words.

The Commission's examination of evidence and transcripts generated significant themes. The analysis and deliberations has led to this report, published after an interim report. This final report augments the issues and recommendations raised in the interim report by privileging the voices of those who spoke to the Commission. It does this by drawing on the transcribed voices and words of those who gave evidence by using an accessible narrative rich approach.

In this report, so many of the themes emerging from the evidence were repeated across organisations and communities in the city. To avoid repetition, a **Thematic** approach was adopted to consider **Cross-Cutting** issues impacting our Sheffield community. These cross-cutting themes apply to all organisations in the city whereas more specific **Sector-Centric** issues that could not be considered elsewhere are picked up in the second Specific Themes section that follows.

Where available each of the themed sections is followed with examples of good practice drawn from inquiry evidence.

A.   Themes (Cross-Cutting)

i)   Austerity, Black Lives Matter, COVID-19

ii)   Race, Racism, and Inequalities

iii)   Reporting, Grievance and Disciplinaries

iv)   Antiracism

v)   Data and Research

vi)   Communities, Consultation and Co-Production

vii)   Funding and Gatekeepers

viii)   Workforce Diversity and Leadership

ix)   Board Membership and Governance

x)   Trust and Confidence

B.   Themes (Specific Issues)

i)   Crime and Justice, Police

ii)   Education

iii)   Health

iv)   Housing

STARTING POINT

As a starting point for the city and its key stakeholders the Commission expects the following promises to be met by the city's key anchor institutions and partners – both to set the standard for other organisations across the city and also to lead by example – to ensure the necessary conditions for success in the implementation of the recommendations are sustainable:

I/We promise to:

- Endorse the Race Equality Commission's recommendations and agree to implement them as priority.

- Join the Working Group that will facilitate a Race Equality Legacy body by actively and financially contributing to its establishment and ongoing work effectiveness to check and challenge the key stakeholders' implementation of the Commission's recommendations.

- Meet the Commission's criteria for (and become) an antiracist organisation within 24 months of the publication of this report.

- Aim to meet the recommendations of this report in 36 months.

This report and its recommendations go beyond the necessary consideration of workforce pipeline issues where recruitment, retention, promotion, and organisational performance measures continue to be areas of concern. And even though most people are familiar with the language of diversity we share in this report that focus these recommendations, in reality there is a paucity of representative workforces, leadership and governance structures that underpin this call to action.

In these recommendations, the Commission draws on its reading of evidence and testimonials from hearings. For example, where it is observed that there is a danger of fissures widening in the community where key stakeholder engagement strategies have been weak, ill-informed and ineffective, it is deemed here that collaboration and joint power sharing through consultation and co-production become areas for attention and improved practice. In addition, while there is the clamour in the city for more sustainable, inclusive and equitable community funding and procurement strategies we concur in the recommendations and propose the need for them to be the focus of substantive joined-up solutions.

The Commission is greatly encouraged that a growing number of organisations across Sheffield are busy seizing the initiative and rolling out ambitious Equality, Diversity and Inclusion (EDI) transformation programmes to tackle racism and race inequality. However, a word of caution here, the Commission also heard from many witnesses who cited the available (or lack of) data as clear evidence that racial disparities can often emerge from well-intentioned but flawed processes (whether through design or implementation) that have then led to unintended outcomes. It is therefore imperative that organisations:

- Find the right approach and solutions that are best suited to them, their people and the communities they serve,

- Ensure that the organisational environment is conducive to implementing change,

- Be prepared to redistribute resources to areas traditionally under-served,

- Proceed carefully, with sensitivity, care, and cultural competence,

- Adopt and maintain a transparent and inclusive approach to delivering solutions in consultation with key partners and communities, and

- Ensure their approach is continuously reviewed and refreshed to ensure it remains relevant and effective.

Regarding the organisational environment, transformation and change alone are no guarantee that an organisation has successfully rid itself of the ugly spectre of racism and racial disparities. For change to be fully effective and sustainable in any organisation, the Commission believes that management and leadership should view any transformation exercise through the lens of the organisation's culture (i.e., vision and values). Specifically, for leaders to ask themselves the question: *are our values still relevant and recognisable not just to us but also to our employees, customers and other key stakeholders; moreover, do we truly live our values (i.e., walk the walk, and talk the talk) or are they purely words on paper?*

The national race think tank, the Runnymede Trust would argue that **good intentions are not enough**. Systemic change requires more than individuals operating in meaningful silos. Many organisations would argue that they are 'not racist' (neutral) though this is different to being 'antiracist' (proactive). An organisation that is simply 'not racist' is likely to do little to challenge the racial disparities and racism in its system. There is no place for race neutrality in this scenario. And, even among those organisations that identify as 'antiracist' there can remain a divergence in approaches to action and change that can be glacial at one end and stellar at the other. At one end you have an organisation that is content to meet its statutory obligations (and comply with anti-discrimination legislation), leading to incremental change; and at the other end you have an organisation that is willing (and able) to make the necessary adjustments and establish sufficient conditions to be rated amongst its peers as 'best-in-class'.

Whilst there is no legal definition of what constitutes an 'antiracist' organisation, the Commission would expect such an organisation – as an absolute minimum and cognisant of Sheffield's rapidly changing socio-demographic profile (see Chapter 1) – to possess the following qualities:

Culture: Zero tolerance policies (with severe sanctions for proven) harassment, bullying and discrimination,

Leadership: Line managers hold specific responsibilities (and incentivised) to ensure EDI is well managed in their areas,

Debiased Systems: Robust EDI controls and processes in place to ensure that ethnically diverse employees (and prospective applicants via the use of blind CVs and guaranteed interviews) are well supported in their career progression (inc. mentoring, training, 'deputy' opportunities, ethnicity pay gap reporting),

Empowered Staff: Have 'safe spaces' available for employees to voice ideas, share suggestions and raise concerns informally with specific hubs (chaired by an appropriate race inclusion ally*) for different ethnic groups and other protected characteristics (e.g., LGBTQ+),

Governance: A strong diverse membership that includes a designated board member role with specific expertise on EDI and race,

Data Gathering and Reporting: Accurate data and metrics (segmented by grade / pay band / gender / department / location / specific ethnicities) regularly captured and reported to identify EDI performance (inc. benchmarking) and prioritised issues (as early indicators of racism and racial disparities),

Transparency and Accountability: Operates an EDI policy with specific intersectional 'joined-up' race content (with EDI performance regularly assessed and published, e.g., annual report and accounts) which sets robust standards of good practice that apply across the organisation end-to-end (inc. procurement, funding criteria, customers) and extends throughout the supply chain (with equivalent standards also binding upon any third party which does business for or on behalf of that organisation).

RECOMMENDATIONS

The recommendations from the Sheffield Race Equality Commission are a Call to Action emerging from the evidence gathered and analysed in the writing of this report. The recommendations are specific and actionable (Specific, Measurable, Achievable, Realistic, and Time-bound - SMART) requiring of each relevant organisation a long-term, sustainable action plan from which to ensure systemic progress and positive change in Sheffield.

Each recommendation can be tracked back to submitted evidence, reports and transcripts from Commission hearings. There are **7 Recommendations**, covering **39 Action Points**.

Recommendation 1: Sheffield: An Antiracist City is fundamental to everything that follows. It is framed by 5 detailed Actions that directly relate to Recommendations 2-7. Recommendation 1 is overarching and reflects the broader thematic issues found in this Race Equality Commission report.

These recommendations apply across the board and cannot be ignored or avoided regardless of sector or type of organisation. Sheffield: An Antiracist City underpins the principles, values and recommendations to all of the recommendations. It should also be viewed as a minimum aspiration for the city. As a result, Recommendation 1: Sheffield An Antiracist City is outlined here:

Recommendation 1: Sheffield: An Antiracist City - (Governance, Leadership & Workforce). All subsequent recommendations must be read in conjunction with this Antiracist City recommendation.

ACTION 1

All the city's key anchor institutions, partners and third sector organisations to agree a single set of **transparent measurable targets** which they will report on annually to establish more representative ethnic diversity in the workforce with a focus at leadership levels. It will recognise multi-ethnic, intersectional differences. Specifically:

a) Sheffield anchor institutions to establish and publish a consistent set of ethnicity data including ethnic diversity of their workforces at all grades, recruitment, selection and promotion and ethnicity pay gaps. To be published as part of an annual diversity report for the city. This should include:

    i) a narrative description,

    ii) 'reform or explain' disparities in organisations, and

    iii) the actions that will be undertaken to address disparities.

b) Establish an observatory model to collect and share data on ethnicity across social, health, economic and environmental factors. To include strategic bodies such as the Sheffield City Partnership, the South Yorkshire Mayoral Combined Authority, the Cultural Consortium, and third sector organisations.

c) For organisations to ensure they have capacity and capability to collate data, analyse coverage of service, offer uptake, and make quality improvements.

ACTION 2

Organisations need to invest in **educating and developing leaders and employees** to design-out racism from their organisation, services and practices.

a) Endorse antiracism in their organisations and ensure there is dedicated antiracism training for senior leadership teams to ensure a 'golden thread' of EDI work in all areas.

b) Race equality responsibilities to be conspicuous in duties and titles within senior leadership groups. Leadership key performance indicators identified as good practice.

c) To implement an appropriate race equality framework that moves beyond a generic equalities approach, to structure a specific approach to race.

d) Make transparent the use of robust Equality Impact Assessments that are less tick-box and more holistic in order to drive improved understanding of potential change impacts on ethnic groups:

    i. Incorporate independent reviews of completed Equality Impact Assessments, to ensure there has been proper consideration of race equality.

e) All city organisations should engage Equality Diversity Inclusion (EDI) specialists to improve race related practice. Organisations should:

    i) Assess systems for in-built bias and implement rapid interventions to debias those systems to ensure that change is mainstreamed. This may include a) holding recruitment panels to account for decisions to independent members b) chairs to explain outcomes to senior managers where under-represented candidates are unsuccessful, c) establish EDI KPIs for recruitment panels; independent expert evaluation of equity in the pipeline from recruitment to promotion.

    ii) Commission racial literacy training as a vehicle for enhancing cultural competence and take responsibility for how racism can be addressed in organisations. Deliver comprehensive and compulsory learning and development on EDI and racial literacy city's key anchor institutions, partners and third sector organisations. To improve communication with Black, Asian and minoritised ethnic communities by minimising less popular use of terms and, instead, placing focus and emphasis on intersectionality, and specific group preferences and needs regarding ethnicity, language, and culture.

    iii) To improve communication with Black, Asian and minoritised ethnic communities by minimising less popular use of terms and, instead, placing focus and emphasis on intersectionality, and needs regarding ethnicity, language, and culture.

ACTION 3

Fully **empower and involve employees from under-represented ethnic communities** and people with protected characteristics in the organisational and strategic development of organisations in the city so that they have an equal role in shaping the city's future. This should include:

a) Engage staff and staff networks to ensure their ideas and concerns can be shared in-confidence and in public. Managers and senior leaders should encourage staff to participate.

b) Staff networks are established and adequately resourced where required to facilitate safe space discussions and escalation of issues.

c) Robust mechanisms to raise grievances or complaints in a safe and confident manner must be *transparent and* put in place which either replace or improve the flaws within grievance and whistleblowing procedures.

ACTION 4

Governing bodies and city partnerships should seek to increase the diversity of their boards to reflect the diversity of their client group and the city. They should:

a) Establish annual transparent measurable targets to establish more representative ethnic diversity.

b) Governing bodies and partnerships that lack diversity should work with diverse community organisations to find appropriate solutions to address the lack of diversity. This could include:

i) establishing a pool of 'critical friends' from diverse ethnic communities to work in partnership with boards that lack diversity; or

ii) Key organisations to establish a pipeline of experienced 'board ready' candidates available for consideration in city governance through better engagement, investing in developing talent, capacity building and recruitment. This may involve implementing the VAS/SADACCA 25 by 25 (25x25) initiative that targets a more representative increase in ethnic diversity of governing body leadership by 2025.

ACTION 5

Establish a **Legacy Delivery** group to monitor, review, and publish the progress of race equality in the City of Sheffield. This group must be long-term, sustainable and initially steered by the city's key anchor institutions, partners, third sector and community stakeholders. The group should be supported by key stakeholders to:

a) Multi-agency assembly to be established and adequately resourced (politically and budget) to prioritise targets and actions to tackle racism and racial disparities in Sheffield.

b) Take focused action to build strong and effective relationships and partnerships with all key stakeholders to address issues of inequality and exclusion, including access to services and employment, across the city.

c) Key organisations and strategic bodies to establish regular learning opportunities to share information and good practice to enhance race related activities.

d) Key organisations to contribute to annual 2-day event to share and focus their commitment to the city's race equality and publish their annual progress report(s).

Recommendations 2 to 7 are outlined, below and in fuller detail on pages 104-113

Recommendation 2:	Educating Future Generations and Showing Leadership in our Educational Institutions
Recommendation 3:	Inclusive Healthy Communities: Wellbeing and Longevity for All
Recommendation 4:	One Sheffield in Community Life: Inclusion, cohesion and confidence
Recommendation 5:	Celebrating Sheffield Through Sport and Culture: Past, Present and Future
Recommendation 6:	Proportionality and Equity in Crime and Justice
Recommendation 7:	Sheffield Equal and Enterprising: Supporting Black, Asian and Minoritised Ethnic Business and Enterprise

Each organisation and strategic body in the city (irrespective of its size and whether a business, charity, private or public sector body, educational institution, social enterprise or sole trader) will find themselves at contrasting stages regarding each of the recommendations. The Commission believes that every organisation that operates in the city will find the Commission's recommendations to be highly relevant. Of course, the extent to which all or some of the recommendations will apply (and how these are prioritised and tailored) to a specific organisation will vary, and is very much dependent on the scale, nature and size of that organisation, its leadership and culture (inc vision and values) and where it currently sits on its EDI journey.

Even where an organisation considers that it is well advanced in its EDI journey, the Commission invites each and every organisation to carefully examine all of the Recommendations and Actions and, where it is appropriate or beneficial to do so, seek to incorporate and embed them successfully so that EDI becomes simply *'business as usual'* and the *'way things are done'*.

In its inquiry approach to identify the key indicators of racism and racial disparities the Commission also took into account the years of austerity that the city had endured and the extent this had impacted all Sheffielders, particularly Black, Asian and minoritised ethnic communities. In shaping the recommendations the Commission sees their delivery as being:

• Crucial for improving the lives of all Sheffielders – and being particularly beneficial for historically underserved ethnic communities in a strategic way that will also greatly assist the city to support the UK government in delivering its race equality agenda.

• Integral to the city's socio-economic future (in terms of sustainable growth and attracting additional investment); and

- An Important part of the city's journey to becoming a destination city with a vibrant and diverse culture with different places to go and things to do that extend well beyond what the city currently has to offer.

We believe the successful delivery of these recommendations will ensure there is a lasting and positive legacy from the Commission's work.

TERMINOLOGY

The Commission is clear that there is a constant tension between ethnic identity and ethnic identifiers. A general principle in society is to treat people the way you would like to be treated and refer to people they way they prefer. However, due to a lack of consensus on terminology, that can often be highly subjective and pseudoscientific, descriptive or political this is not straightforward. Depending on time, generation, geography, biography and a plethora of other social influences different terms are often used to refer to the same thing. Academic thesis continue to write and rewrite the changes in perspectives on these issues, though the issues regarding 'race' and racism in Sheffield remain.

According to the Equality Act (2010), a racial group is a group of persons defined by reference to race. The idea of 'race' as we know is prominently constructed in policy circles even though the United Nations have unanimously agreed that there is but one race, the human race. Terminology depicting racial/ethnic groups also remain contested in conversations concerning race equality. In its report to the United Nations Centre for the Elimination of Racial Discrimination, the UK's leading race equality think tank, the Runnymede Trust acknowledged the deficiencies in terminology depicting ethnicities.

Tensions concerning terminology are often revealed in bodies attempting to track changes in ethnic populations. For instance, Government guidance on the Gov.UK website describes how they write about ethnicity, including the words they use and avoid (Gov.UK, 2022). They use the term ethnicity rather than race because that is what surveys consistently refer to [even though we have noted that race remains a category in the Equality Act 2010 and is central to many of the strands of work for Great Britain's national equality body, the Equality and Human Rights Commission]. The 2021 Census has quite specific categories (below), yet there are exceptions in ethnic categories across some government departments, Scotland and Northern Ireland.

CENSUS 2021 ETHNIC CATEGORIES

Asian or Asian British

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background

Black, Black British, Caribbean or African

- Caribbean
- African
- Any other Black, Black British, or Caribbean background

Mixed or multiple ethnic groups

- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed or multiple ethnic background

White

- English, Welsh, Scottish, Northern Irish or British
- Irish
- Gypsy or Irish Traveller
- Roma
- Any other White background

Other ethnic group

- Arab
- Any other ethnic group

Gov.UK recognises that these categories are not how all people identify themselves. Darko (2021) recommends that though terminology remains problematic, practitioners and policymakers should continue to reach out to establish identity preferences. So, what must be recognised is that part of the story of ethnic identity is about how others identify us for the purposes of public policy, how we identify ourselves, and the challenges of more controversial nomenclature that remain in circulation.

Many would argue that Gov.UK's turn to the use of 'ethnic minorities' to refer to all ethnic groups apart from white British is interesting because it harks back to a term that was eschewed in the 80s and the 90s as much as 'BAME' is today. Juxtapose this with organisations like the Chartered Management Institute (CMI, 2020) that warn against the 'minoritisation' of groups especially as many are in a global majority. This should emphasise that any changes in terminology should be an improvement on the last and not make the mistakes of the past. The Runnymede Trust's use of BME was also described by themselves as failing to recognise the different experiences of specific groups and inequalities that they face and that where

possible referred to specific groups directly impacted in different areas (Runnymede Trust, 2021). The Commission endorses this conclusion. Terminology is not used unproblematically in this report. As evidence and voices from hearings are shared here, it will become clear that the integrity of original sources are maintained, as opposed to there being inconsistencies in the use of terminology by the report's authors. For example, in Sheffield the term 'BAMER' (Black, Asian, Minority Ethnic and Refugee) is in quite frequent use. Also, there is a project led by the Sheffield African Caribbean Community Association with the Sheffield School of Architecture to challenge current narratives through the Bantu Archive Programme. Bantu, meaning 'people' or 'human', does not refer to a specific group or language and is a collective unifying term that takes away some of the emotional burden of labelling and being labelled. They state that regardless of a Sheffielder's origins they can still be confused about their identity. Bantu, they hope will be endorsed by Sheffielders as a unifying identity. As the Bantu project progresses, we continue to pragmatically engage the everyday language of race and ethnicity.

Where possible, the Commission refers to specific disaggregated groups (e.g. Pakistani, Bangladeshi, Roma, Somali), while occasionally turning to Black, Asian and minoritised Ethnic (B.A.M.E. not 'BAME'), rather than 'ethnic minorities', as a political and collective term. These terms are not perfect though are applied inclusively and as a collective turn to acknowledge those who because of their 'colour, culture, nationality, physiognomy, religion or other ethnic signifiers' suffer the consequences of racism and racial disparities. We should be sensitive to terminology changing over time, generation and location, and recognise that we rarely find a universally owned evocation that can do the work of being descriptive, inclusive and accepted. At the same time, due to the intensity of such debates, terminology is used pragmatically and strategically so as not to distract the focus or stymie the outcomes of the findings and recommendations of the Sheffield Race Equality Commission.

Racism has been described as forms of exclusion, subordination and exploitation occurring in the spaces that we occupy as individuals, institutions and structurally. The interconnectedness of these domains as illustrated by the Commission's areas of inquiry, business and employment, civic life and communities, crime and justice, education, health, and sport and culture mean that there are many cross-cutting race-related concerns for us as a society and as a city. There are also customs and practices that are quite specific to each of these areas that are the consequence of or experienced through discrimination directly, indirectly, overtly or covertly, and even through policies and systems. We argue that these racialised concerns are prevalent in the lives of Sheffielders and where we should now turn to focus the city's efforts.

In 'Moving the Dial on Race' the Chartered Management Institute (CMI, 2020: 25) encourage us to 1) keep up with evolving terminology 2) be as specific as possible and fully understand terms of use 3) avoid acronyms, 4) put the person or people first recognising their individuality and preferences.

CHAPTER 1
SHEFFIELD IN CONTEXT

The Sheffield Fairness Committee (2013) vividly illustrated the *significant inequalities in Sheffield both between different places and different groups of people* (p11). Supplementary statistics are also available in the Sheffield Joint Strategic Needs Assessment, in addition, it is imperative to ensure that all plans emerging from this report must consider the latest 2021 Census data when made available and forward plan accordingly. The Fairness Commission's evidence used the Indices of Multiple Deprivation to demonstrate how areas in the South West of the city live in the least deprived 20% of the country, while over 30% of Sheffield's population live in areas within 20% of the most deprived in the country. Those in the most deprived 20% are predominantly in the north and east of the city (see Fig 1 IMD Overall Rank).

Fig 1. Indices of Multiple Deprivation - Overall Rank

English indices of deprivation (IMD 2019) deciles by Sheffield Lower Super Output Area (LSOA) with Ward overlay

English indices of deprivation 2019 Deciles
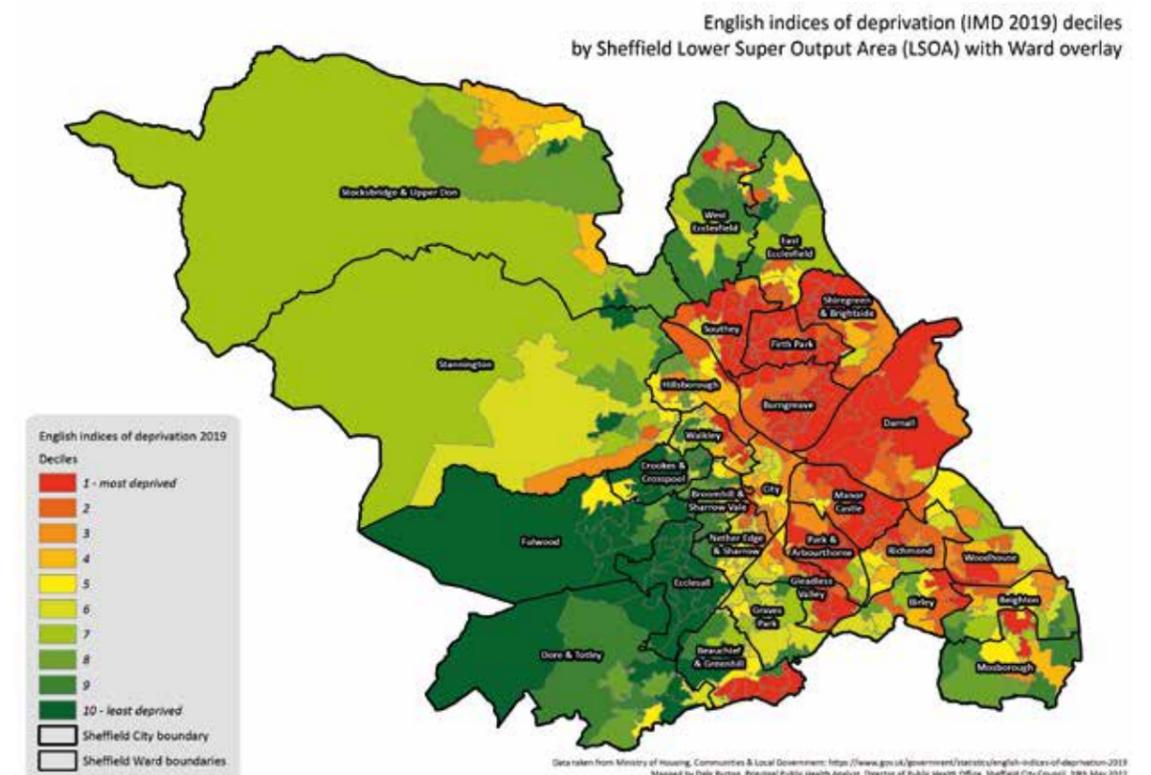
- 1 - most deprived
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10 - least deprived
- Sheffield City boundary
- Sheffield Ward boundaries

The census population by output area (Figure 2) overlaid against the IMD Figure 1 above illustrates patterns of social variation at play in Sheffield that cross ethnic populations and geography.

Fig 2. Census Population by Output Area - BME Population 2011

Percentage of residents from ethnic minority backgrounds* by Sheffield Output Area (OA) with Ward overlay

% of residents from ethnic minority backgrounds
2011 Census by Output Area

- 0% - 4.3%
- 4.4% - 7.7%
- 7.8% - 11.8%
- 11.9% - 16.5%
- 16.6% - 22.3%
- 22.4% - 31.2%
- 31.3% - 42.9%
- 43% - 56.5%
- 56.6% - 72.9%
- 73% - 95.8%
- Sheffield City boundary
- Sheffield Ward boundaries

*White British census classification subtracted from "all usual residents" via Census 2011 data
Data taken from NOMIS - Official Labour Market Statistics, Census 2011: https://www.nomisweb.co.uk/
Mapped by Dale Burton, Principal Public Health Analyst, Director of Public Health Office, Sheffield City Council, 19th May 2022
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In considering the place of race and ethnicity in this report we adopt an intersectional approach that takes into account the diversity of ethnic identities. For instance, ethnicity, class, sex, sexuality, disability, age, geography, nationality, culture, and language, influence how Sheffielders experience the city at the same time as the city and society impact upon them. For example, ethnicity might explain why two people from the same ethnic background share the same experience of racism on Castlegate while class might better explain why one of them accesses health services more than the other. Overlay that with sex and we see that women are more likely to access health services than men, yet we might see that ethnicity may identify and help explain a pattern of better or worse attendance across this gendered group. Add language requirements and there might be experiential differences at play here also. Thinking intersectionally is a way of recognising that though race and ethnicity may help us to centre experiences of racism and racial disparity patterns in the city, we still need to avoid

the temptation to reduce our explanations to whole populations. Consequently, when exploring the demographics of a city a number of these factors will become more or less significant depending on the question being considered.

The variations between wards [Table 1] below shows areas with a higher proportion of Black, Asian and minoritised ethnic groups which include Burngreave (62%), Darnall, and Central (c50%), Walkley, Nether Edge and Firth Park (25%+). There is a distinct difference in terms of ethnic mixing in other wards such as Stocksbridge and Upper Don, East and West Ecclesfield, Mosborough, and Birley wards where less than 5% of the population fall into BME (sic) groups.

Table 1. Variations Between Sheffield's 28 Wards with Regard to BME Population, p2 JSNA]

2016 Sheffield Ward	White	Asian	Black	Mixed	Other
Stocksbridge & Upper Don	98.1%	0.5%	0.6%	0.6%	0.2%
West Ecclesfield	97.1%	1.1%	0.5%	1.1%	0.2%
East Ecclesfield	96.9%	0.9%	0.9%	1.0%	0.3%
Birley	96.7%	1.1%	0.8%	0.9%	0.4%
Stannington	96.3%	1.2%	0.8%	1.2%	0.5%
Mosborough	96.0%	1.3%	1.0%	1.3%	0.4%
Beighton	95.7%	1.6%	1.0%	1.2%	0.5%
Dore & Totley	94.4%	2.8%	0.7%	1.5%	0.6%
Graves Park	94.1%	2.3%	1.4%	1.8%	0.4%
Richmond	93.8%	1.8%	2.2%	1.8%	0.4%
Southey	93.5%	1.5%	2.0%	2.1%	0.9%
Hillsborough	93.3%	1.9%	1.6%	1.8%	1.3%
Woodhouse	93.0%	2.4%	1.9%	2.1%	0.6%
Beauchief & Greenhill	93.0%	1.6%	2.3%	2.2%	0.8%
Crookes & Crosspool	90.2%	5.2%	1.1%	2.1%	1.4%
Fulwood	89.1%	6.6%	1.1%	2.2%	1.0%
Ecclesall	88.6%	6.8%	1.3%	2.4%	0.9%
Park & Arbourthorne	85.6%	4.1%	5.2%	3.5%	1.6%
Gleadless Valley	84.0%	5.3%	5.5%	3.5%	1.7%
Shiregreen & Brightside	83.5%	5.5%	5.3%	3.8%	1.9%
Broomhill & Sharrow Vale	80.0%	7.9%	5.6%	2.8%	3.7%
Manor Castle	77.8%	7.9%	6.9%	4.1%	3.3%
Firth Park	76.8%	8.3%	6.3%	3.6%	4.9%
Walkley	72.8%	12.7%	5.8%	3.2%	5.6%
City	65.9%	21.9%	5.0%	2.2%	4.9%
Nether Edge & Sharrow	61.4%	26.0%	6.4%	3.2%	2.9%
Darnall	50.1%	37.0%	5.8%	2.8%	4.4%
Burngreave	41.0%	29.2%	14.4%	4.7%	10.7%

In terms of population trends, the 2011 Census Briefing Note [1.2 below] shows that 80.8% of Sheffield is constituted by a falling White British population [Table 2]. In other words 19% of Sheffield residents are from Black, Asian and minoritised ethnic communities: approximately 105, 861 people. The Pakistani community is growing and as 4% of Sheffield residents, outside

of the 'Other' ethnic group, is the largest ethnic group outside of White British and African Heritage. The African group, which includes the Somali community, is growing as the third largest ethnic group after the Pakistani population. The Black Caribbean group has not grown per se, the Mixed White and Caribbean, and Other Black populations have risen substantially. Indeed, when combining those ethnicities increasingly recognised as 'African heritage' (e.g., including Black African, Black Caribbean, White & Black, Other Black), is showing rapid growth – comprising over 4.8% of Sheffield residents.

Table 2. Census Briefing Note - Sheffield Joint Strategic Needs Assessment

Ethnic eroup	Sheffield 2001	Sheffield 2011	England 2011
White British	89.2%	80.8%	79.8%
White Irish	0.7%	0.5%	1.0%
White other	1.4%	2.3%	2.3%
Mixed	1.6%	2.4%	0.8%
Indian	0.6%	1.1%	2.6%
Pakistani	3.1%	4.0%	2.1%
Bangladeshi	0.4%	0.6%	0.8%
Chinese	0.4%	1.3%	0.7%
Other Asian	0.5%	1.0%	1.5%
African	0.6%	2.1%	1.1%
Caribbean	1.0%	1.0%	2.0%
Other Black	0.1%	0.5%	0.5%
Other ethnic group	0.4%	2.2%	1.0%

Variations in age and ward are also quite stark when ethnicity is considered. The annual Sheffield School Census illustrates that 39% of all primary school pupils are from a 'BME' background (and 37% for secondary schools). Thus, making considerations of specific, age-appropriate facilities and services, representativeness, cultural competence, racial literacy, and staffing more significant than the 19% statistical starting point for the Black, Asian and minoritised ethnic population in the city.

More significantly, variations across Sheffield wards by school age pupils leaves sobering thoughts as 'Black and Minority Ethnic' primary school pupils accounted for greater than 90% of all pupils in Burngreave and City wards compared with 8% in Stocksbridge, and Upper Don (see Fig 3, *Percentage of BME Primary School Pupils by Sheffield Ward - 2022*).

Fig 3. Percentage of BME Primary School Pupils by Sheffield Ward (2022) - (Sheffield CC, 2022: JSNA 'Ethnicity')
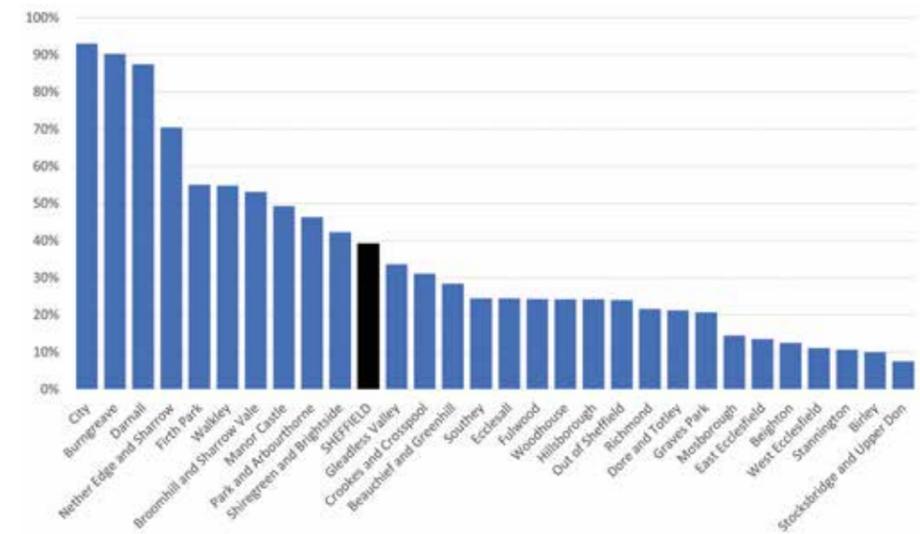
In secondary schools the ethnic variation was similar. 90% of Burngreave pupils were from a BME background (see Fig 4, *Percentage of BME Secondary School Pupils by Sheffield Ward -2022*).

Fig 4. Percentage of BME Secondary School Pupils by Sheffield Ward (2022) - (Sheffield CC, 2022: JSNA 'Ethnicity')
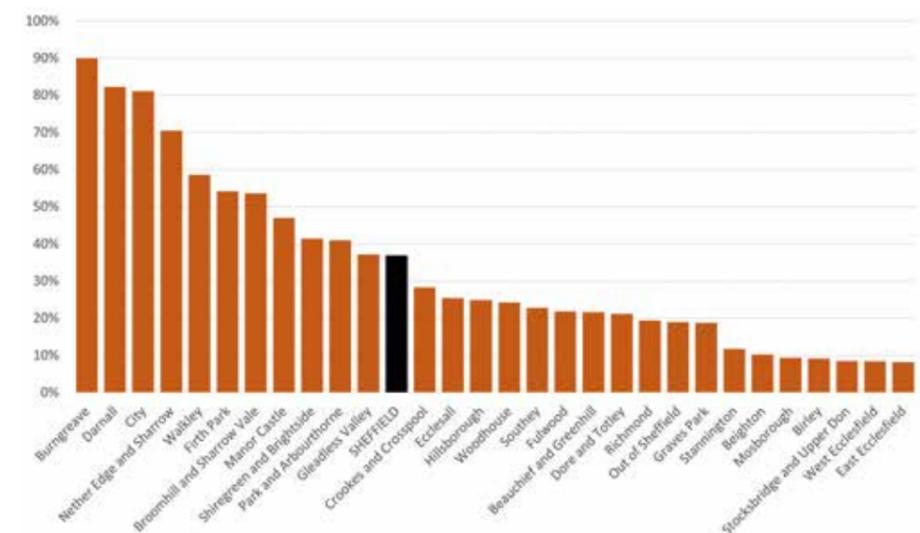
Importantly, in addition to ethnic variations that strongly dictate where Sheffield children will go to school and who they are likely to meet, and become lifelong friends, the marked socio-economic inequalities across Sheffield strongly associate with healthy life expectancy. People living in socio-economically deprived areas of the city are much more likely to develop multiple long-term medical conditions (multi-morbidity) such as heart disease and diabetes earlier than those living in the more affluent parts of town. The difference is that 55.2% of people living in the most deprived decile in Sheffield have developed multi-morbidity by their late 60s compared to 26.2% of those living in the most affluent areas of the city (Rutter, 2018). The social determinants of health are described by Michael Marmot in his second report where health is closely linked to the conditions in which people are born, grow, live, work and age and inequities in power, money and resources (Marmot 2020). In Sheffield the 83 bus route was used to highlight these issues for the Fairness Commission in 2013 with an 8 year difference in male life expectancy of (83.7 years in Ecclesall to 75.6 years in Firth Park). In England, the difference in life expectancy at birth between the least and most deprived deciles was 9.5 years for males and 7.7 years for females in 2016-18 (Marmot 2020). These health inequalities were tragically highlighted by the differential impact of the COVID-19 pandemic on people from different ethnicities in Sheffield and setting the backdrop to this report.

A less considered but significant aspect of Sheffield's population is how migration contributes to the rich tapestry of diversity. In his book, Welcome to Sheffield, David Price (2018) examined the history of migration in the city. He described the migration trends beginning with the recognition that the Black, Asian and minoritised ethnic population in Sheffield grew from 56,000 (11%) in 2001 to 109, 500 (19.2%) in 2011. He emphasised that Sheffield remains socially and economically divided, typified by the difference in affluence between the neighbourhoods in the South and West compared to those in the North and East. Migration Yorkshire, further illustrate how patterns from the IMD reflect the distribution of migrant residents into the central and east areas of Sheffield during 2019 [Figure 5]. There has been a steady growth of long-term migration in Sheffield which is higher than the average in Yorkshire.

Fig 5. The geographical settlement of new arrivals in 2019
(source: DWP 2020. Map provided by Migration Yorkshire, Local Migration Profile 2020: p10)

Geographical settlement of new arrivals 2019

- zero or no value
- 5 - 130 (39)
- 131 - 256 (6)
- 257 - 384 (1)
- 385 - 508 (2)
- 509 - 635 (1)

Data: DWP 2020 NiNo
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Robinson et al's (2007) study of new migrant settlement patterns in Sheffield examined new migrant attitudes and experiences of spaces in Sheffield. The researchers' considered place and living space, and the impact of living in different places on settlement experiences. They found differences in how Polish, Liberian, Pakistani and Somali migrants looked for different factors in their settlement decisions which offers some insight into the complexities of movement into and through the city for new settlers. Polish and Liberian migrants were more concerned with accommodation, while Pakistani and Somali migrants prioritised the area they lived in. Considerations for all migrants included a preference to live in more welcoming multi-ethnic communities, closer proximity to others from a similar background to enhance feelings of belonging and safety, and close proximity to community facilities and services like community centres. Migration Yorkshire (2019) adds that newcomers tend to settle in areas of less expensive rental housing often in inner city areas, where there are often others from a similar background. They emphasise that depending on immigration status and history of migration in Sheffield, non-EU settlers are more likely to live in the inner urban areas and commute to work, while until recently EU nationals were less restricted in types of employment and areas to live in. More peripheral suburban areas were perceived to be less welcoming, with more experiences of harassment especially where there was no history of

accommodating diversity. Experiences of harassment led to strategies of avoidance of certain postcodes, self-imposed constraints of movement in certain areas at set times of the day, or returning home before dark. This was less so for Polish migrants.

What these statistics share with us is that the complexities of ethnicity, geography, deprivation, social networks, and physical capital, require consideration in how Sheffield approaches race equality. Local Area Committees, 'levelling up', community engagement, and broader strategic initiatives necessitate a sensitive understanding of how these historical social, cultural and political divisions will influence the possibilities for race equality in Sheffield.

LEARNING FROM RACE REPORTS

The current deliberations on race and ethnicity in Sheffield have not emerged out of a vacuum. This Race Equality Commission is located in a historical context that requires comprehension to understand why there may be degrees of optimism across the city regarding race equality initiatives. For instance, in 1995 an independent inquiry into Sheffield City Council's relationship with the African Caribbean Enterprise Centre and the Yemeni Community Association concluded that the Council should renew its equal opportunities commitment by strengthening its Equal Opportunities Unit as a necessary first step to enable the unit to develop effective and credible practices for carrying out policies on equal opportunity. It included recommending more engagement and constructive dialogue with Black staff in the authority, for the Chief Executive Officer to demonstrate leadership by presenting the biannual equal opportunity report to the Policy Committee, more consultation and co-operation with community organisations, and more coordination concerning grant allocations. Some of the recommendations are echoed in this report.

It is also 20 years since the *Best Value Review of Services to Minority Ethnic People in Sheffield* that focused on Sheffield city and its Council Services, Black community organisations, and the BME (sic) resident experience of these services and facilities (Bhargava, 2003). A similar time since the Race Relations Amendment Act (2000) extended the 1976 Act by placing a duty on all public organisations to promote race equality. It arrived in the wake of the Stephen Lawrence Inquiry in 1999 and a refreshing of the racial equality standard for local government *Racial Equality, Means Quality*. This period was also pronounced by the proceedings leading to Ted Cantle's report in 2001 that raised national consciousness on community cohesion with *multi-ethnic communities, on the issues that need to be addressed in developing confident, active communities and social cohesion*. Cantle's visit to Sheffield incorporated conversations with the Black Community Forum that acted as an umbrella organisation for 93 black and ethnic minority (sic) community groups. This backdrop to the Best Value Review was at a time when the Black, Asian and minoritised ethnic population had almost doubled between 1991-

2001 in Sheffield. The Best Value Report (BVR) priority to *ensure that services are catering for the requirements of different communities* remains a matter of great importance today.

The BVR used existing information where available to identify the paucity of data / data gathering in Sheffield regarding the quality and effectiveness of facilities and services. Some of the recommendations included joined up strategies to tackle city wide race inequalities across the economy, employment, education, housing etc; systematic collection of data about communities to plan services; ethnic monitoring mechanisms and greater exchange of information between public bodies and agencies; deeper profiling of BME staff across grades and occupations, and strategies to address disparities; Black Workers Forums to have a role in scrutiny, development and delivery of services, culture change and key decisions; mainstreaming of race equality in service delivery and in contractual arrangements; a partnership approach to the development of community sector provision within mainstream frameworks (benefiting both the BME economy and helping Sheffield City Council to learn how to better meet needs); a community led approach to better systematic consultation and engagement; a culture change programme; and better planning and performance management. As in the case of this Commission, the city partners endorsed the findings to the BVR. However, some of the recommendations in the Best Value Report could have been written today, and resonate with findings and recommendations from this report in 2022.

Later in 2004 in response to the Best Value Review Sheffield City Council with the Black Community Forum made a series of joint pledges in *From Margins to Mainstream that included planning, developing and meeting the needs of all our communities, to value the contribution of Sheffield's black and minority ethnic people, remove the barriers to equal access of services, strengthen and develop new partnerships and develop effective consultation methods (Sheffield City Council, 2004)*. They pledged to also reflect Sheffield's communities in our workforce and involve our own BME staff in reviewing and improving services. Many of these issues from the 2003 Best Value Review of Services, From Margins to Mainstream, Race Relations standards, are not only relevant today but are consistent concerns throughout this report. The commitment expected by residents of Sheffield for key stakeholders to become more clinical in their approach to race equality and racism remains of serious concern two decades on.

Broadly speaking, there is a wealth of substantive reports that illustrate and evidence the significance of race, racism, racial disparities and their impacts nationally and globally. Whether it is a race think tank like the Runnymede Trust, The House of Commons/House of Lords, or the United Nations. For instance, the Runnymede Trust (2021) noted that,

> Our report shows that racism is systemic in England and impacts BME groups' enjoyment of rights. Legislation, institutional practices and society's customs continue to combine to harm BME groups. As a result, in England, BME groups are consistently more likely to live in poverty, to be in low-paid precarious work and to die of COVID-19. Disparities facing

BME groups in England are sustained across the areas of health, housing, the criminal justice system, education, employment, immigration and political participation.

The House of Commons/House of Lords (2020) reiterated,

Whilst the issues of racial inequality have been the subject of repeated reviews, the lack of progress in implementing the findings of those reviews has become a source of intense frustration and concern. […] we call for action […] Our report focuses on four issues where inequality in the protection of human rights is of particular concern: (i) health, (ii) criminal justice, (iii) nationality and immigration and (iv) democracy.

And the United Nations (2021) posited that,

In the historic urgent debate of the Human Rights Council that followed the event [murder of George Floyd], Member States acknowledged and condemned the existence of systemic racism, pledging to redouble their efforts for justice and equality. Fulfilling those commitments, dismantling systemic racism and racial injustice and combating xenophobia and related forms of intolerance require the full implementation of the document.

Some of the reports that the House of Commons and House of Lords were referring to include Theresa May's (HoC Women and Equalities Committee, 2018) Race Disparity Audit that examined how people of all ethnicities are treated across public services. Health, education, employment and the criminal justice system are four major institutions in British society that came under increasing levels of scrutiny regarding disparities of treatment and experience. It was found that the quality and systematic collection of data was inconsistent across public services. As a result, the *Ethnicity Facts and Figures* data set, available online, has now made the best of the data more accessible.

The McGregor-Smith (2017) review on *Race in the Workplace*, espoused the values of a diverse work environment, where every person should be enabled to fulfil their potential so as not to haemorrhage talent. The place of the public sector, transparency and accountability and action to drive change were central to these findings. Racial discrimination and bias, institutional and leadership cultures all came in for analysis and critique. Such ethnic disparities extend to entrepreneurship more broadly according to Sheffield based finance organisation, the British Business Bank whose report on *Entrepreneurship and Diversity in the UK* (2020) concluded that ethnicity, gender and place can have serious implications for how favourably entrepreneurs are viewed. They argue that, beyond market forces, there is not a level playing field in entrepreneurship and there are systemic disadvantages for those from an ethnic minority [sic] background, which is exacerbated for females.

In education, the Runnymede Trust (Salisbury, 2020) found the teacher workforce in secondary schools lacking diversity and racial literacy levels very low. They were critical of the curriculum which failed to reflect the diversity of local populations and wider society. In addition, there were serious misjudgements of content with racist underpinnings. Antiracism policies

were advocated to tackle entrenched issues in schools. One of the entrenched issues in education was the subject of an inquiry by the Timpson Review which revealed that there were significant variations in how school exclusions were used and that there was more to be done to ensure that they are used consistently and fairly (Timpson, 2019). Outcomes for excluded children are woeful and re-emphasise that exclusions should be the last resort for headteachers. Ethnicity was identified as a significant variable in addition to SEN, gender, those in care or disadvantaged. Nationally, Indian and Bangladeshi children are half as likely as White British children to be excluded. Yet, Black Caribbean, and Mixed White and Black Caribbean, Traveller and Roma pupils are more likely to experience exclusion.

David Lammy's (2017) *review on the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System* identified the over-representation of some ethnic communities in the criminal justice system (adult and under 28s) in custody. While youth offending has fallen generally B.A.M.E. (sic) young people make up a larger share of first-time offenders. Lammy makes links with poverty, education, and family to emphasise the complexity of social issues where ethnicity is the initial focus.

Many of the serious concerns about race in Sheffield and wider society were writ large in the way COVID-19 affected ethnic communities in health and employment. For national and global reasons health has been at the forefront of many inquiries. For instance, the King's Fund (West et al., 2015) stated that little progress has been made in the past 20 years to address discrimination against black and minority ethnic (BME) staff in the NHS, prompting them to examine levels of discrimination as reported by particular groups. Baroness Lawrence's (2020) review into *the disproportionate impact of COVID-19 on Black, Asian and minority ethnic communities* also made clear links between how the impact of COVID-19 on communities was inextricably linked to economics and discrimination. She said, *the impact of COVID-19 is not random, but foreseeable and inevitable – the consequences of structural injustice, inequality and discrimination that blights our society*.

Marmot's reports (Marmot et al., 2020b, Marmot et al., 2020a, Marmot et al., 2010) have also been instructive in illustrating the need for joined up, cross-cutting solutions to complex problems. His *Build Back Fairer* report on the impacts of COVID 19 illustrated how significant employment, location, poverty, and prevalent health conditions coalesce with *longstanding inequalities and structural racism*.

When residents of a city understand the knowledge base for racial disparities and racism, while experiencing it themselves, only action will ensure that trust, confidence and social justice are restored. Multiple reports have highlighted the impact of racism for people from ethnic groups in the UK and Sheffield has been the focus of some of them. These have produced many well-meaning recommendations – yet despite this, progress is unacceptably slow. A key reason for this is that several factors combine to buttress the position of entrenched racial disparities and it is only by systematically tackling multiple issues simultaneously that they will be overcome and those from under-served ethnic groups will

have life chances equivalent to those of the majority population. Intersectional issues of age, geography, socioeconomics and health are further complicated by gender, and ethnicity.

However, knowing these facts, issues and consequences of racial disparities, race and racism also require commitment and resolve to action change in the long-term. The challenge faced by this report is to define the key drivers of racism and racial disparities in Sheffield and to develop an unstoppable and progressive road map to resolution. This will enable the city to embrace the opportunity that comes from valuing diversity and enabling all members of the community to meet their potential.

A LASTING LEGACY

The Race Equality Commission has concluded that a key learning from previous inquiries is the requirement for a legacy body to ensure a sustainable scrutiny mechanism to check and challenge the long-term implementation of its recommendations. This should report annually and communicate the results to the whole city.

The Commission supports Sheffield City Council's proposal in the initial Terms of Reference for the creation of a working group to follow up on the recommendations. The Commission deliberations have concluded that a sustainable 'legacy body' should become the end result of a long term scrutiny working group. The initial step will involve a working group established to finalise mechanisms to 1) monitor and evaluate the city's implementation of the REC recommendations, and 2) constitute a sustainable legacy body.

Our recommendations here for a legacy body are that it would ideally be structured as follows:

- Minimum operational rolling term of ten years.
- Take the form of a new legal entity (necessary to rebuild trust and confidence) and established on a 'not for profit' basis (e.g., charitable status).
- Consist of voting members (inc. the Council, partners and other key stakeholders across the public, private and voluntary sectors).
- Membership supported by an expert team with oversight via an independent chair and trustee board.
- Constitution: 50%+ Black, Asian and minoritised ethnic organisations and individuals.

The legacy body (see Annex F) would work in partnership with members and other key stakeholders to identify issues of racism, racial disparities and promote racial equality, as well as gather evidence and provide independent scrutiny and commentary on the progress made against the report's final recommendations.

We believe this approach would best serve the city's medium/long-term interests (in terms of growth and investment opportunities). It would also ensure a lasting and positive legacy from the Commission's work.

CHAPTER 2
CROSS-CUTTING THEMES

In this report, so many of the themes emerging from the evidence were repeated across organisations and communities in the city. To avoid repetition, a **Thematic** approach was adopted to consider cross-cutting issues impacting our Sheffield community. These cross-cutting generic themes apply to all organisations in the city whereas more specific sector-centric issues are picked up in the second **Specific** themes section (Chapter 3).

Where available each of the themed sections is followed with examples of good practice drawn from inquiry evidence.

A   Themes (Cross-Cutting)

i)   Austerity, Black Lives Matter, COVID-19
ii)   Race, Racism, and Inequalities
iii)   Reporting, Grievance and Disciplinaries
iv)   Antiracism
v)   Data and Research
vi)   Communities, Consultation and Co-Production
vii)   Funding and Gatekeepers
viii)   Workforce Diversity and Leadership
ix)   Board Membership and Governance
x)   Trust and Confidence

B   Themes (Specific Issues)

i)   Crime and Justice, Police
ii)   Education
iii)   Health
iv)   Housing

I) AUSTERITY, BLACK LIVES MATTER, COVID-19

The Race Equality Commission builds on the city's concern with fairness and a specific need to work toward racial equality for the people of Sheffield. Part of the complex backdrop to the Commission and the context for those who gave evidence was the all-encompassing effect of austerity as it interwove with the COVID-19 pandemic and the collective race consciousness typified by responses to Black Lives Matter, police violence and structural racism. Institutional and societal behaviours are heavily influenced by historical social events that routinely impact populations, with race remaining a key variable. In each case, the acid test for social justice and social change is how we respond to these events.

In every generation there are structural concerns that require us to think long-term about how robust our everyday systems are to challenge the processes that subordinate, disenfranchise and marginalise members of society. Other concerns reflect varying institutional and structural stages of (un)readiness for such matters, that may be described as reactive or even gestural. Recently, politicians, practitioners, academics and the general public, have been confronted with Austerity, COVID and Black Lives Matter, three phenomena that have challenged how we now come to understand and experience racism and racial inequalities in society.

These three phenomena compound promises from keynote reports on race, including Sheffield's own Margins to Mainstream Pledge, and the related Fairness Commission which are reminders of why the current Levelling Up agenda is being met with scepticism in some communities. They have made communities more aware of what, why and how things are happening to, rather than with, them. These three phenomena did not make 'race', racism and racial inequalities suddenly appear in Sheffield though they have made collective experiences of them conspicuous and subject to insightful critiques.

Austerity reduced the availability of resources to the community by restricting public sector spending, thus impacting local authority, police, and community funding streams. In the meantime, COVID-19 emphasised the vulnerability of Black, Asian and minoritised ethnic communities as different ethnic populations were seriously impacted according to who they are, where they live and work, and how they are treated. Responses for vulnerable ethnic communities were slow and often community-facilitated, further emphasising issues of trust, confidence, and marginalisation. Ultimately, many community organisations led their own, response to the pandemic. This unequal, or hierarchy of access, could be likened to a superficial 'box-ticking' approach to inclusivity as opposed to a wider ranging community partnership approach.

Regarding Austerity, the Director of Public Health in Sheffield outlined that,

the impact of austerity on BAME community services meant they were funded mainly from external sources outside of the city. Due to the latter, there was a reduction in the number of BAME community organisations over the last 10 years, this meant that the reduced number

were overstretched and under resourced to meet demand and need. Contact with key decision-makers in the council and NHS had been inconsistent for most of the organisations over many years. Lack of investment in infrastructure and capacity building meant that many funded their own, local response to the pandemic.

[…]

BAME VCF sector felt neglected and voiced that they did not feel that Anchor VCF organisations in the city represented them or reached their communities – the impact of this was considered to be unequal access to funding and relationships within the voluntary sector. Demand for support and services from community organisations far exceeded that which they were able to deliver to BAME communities (Director of Public Health).

The impact of austerity on racialised groups was recognised by a range of organisations. The Chief Executive of Disability Sheffield remarked that,

it's felt like that for many years that there isn't the recognition of the contribution of communities of colour in this city that perhaps there is in other cities and I don't know whether that's just a Sheffield 'ism', but it certainly felt when austerity hit….and when tough decisions, tough fiscal decisions, had to be made, that black organisations were far more in the frame for negative outcomes than our white counterparts (Chief Executive of Disability Sheffield).

A local MP's evidence outlined the impact of cuts to police budgets,

I must say I am very happy with the way South Yorkshire Police has handled local issues and am pleased that the Chief Constable has reinstated a community-based model. However, cuts to their budgets have hampered their ability to serve the community in the way they would like (Rt. Hon. Gill Furness, MP).

This was further reinforced by the South Yorkshire Police District Commander who stated that,

austerity has affected all public sector resources and not just policing, services that have had an impact in helping communities prevent crime and build stronger communities have all been affected.

South Yorkshire Housing Association's reflections were framed by austerity issues compounded by their general observations on the poor implementation of Equality Impact Assessments,

the Equalities Act should drive improvement but is often poorly applied or ignored. One example of this is that Equality Impact Assessments into major decisions in our City are largely ineffective - often a tick box exercise which does not truly influence decision making. This has resulted in austerity having a negative impact on BAME communities e.g. the number of BAME organisations offering services to their communities has declined during the last 10 years due to lack of opportunity and investment.

The ability to assess the impact of economic growth strategies on ethnic communities has also been affected by austerity,

there is something about budgeting this as well, you need budgets to be able to assess impact properly and to evaluate, and through austerity those budgets have gone and it's something that I welcome the return of (Senior Representative Economic Strategy and Business Growth, Sheffield City Council).

It should be noted that long standing community activists reported a historical context of neglect of Black, Asian and minoritised ethnic communities and organisations particularly over the last 20 years, lack of support from Sheffield City Council, withdrawing of funds and dismantling of independent BME infrastructure. There is no doubt that the external environment impacts how organisations prioritise their work. At such times the values of organisations are challenged in relation to how they do business, what is essential and what becomes desirable. This is further exemplified by Sheffield City Trust.

The CEO of Sheffield City Trust considered how austerity has affected their potential to operate in a more inclusive way. Cuts have been a factor in how sport and leisure facilities and services have been planned,

the City Trust, itself not unlike its counterparts throughout the UK has been increasingly focused on financial survival, keeping venues open and safe, delivering services, whilst suffering from the austerity of the last ten or eleven years. I think to be fair; leisure was always a very narrow inward-looking industry. If anything, it has become more insular as austerity has hit (CEO of Sheffield City Trust)

BLACK LIVES MATTER

In addition to austerity in the UK, Brexit as a precursor to Black Lives Matter precipitated increases in hate crime and xenophobia in Sheffield. The South Yorkshire Police has seen a 17% increase in reported incidents of hate crime in the 12 months before the Commission. 70% of reported hate crimes stipulated race as a major factor. For the South Yorkshire Police, the events that culminated in the killing of George Floyd and the subsequent global response led to an opportunity to focus a new recruitment budget that had not been available over the years of austerity,

we have had a slowdown in our recruitment through austerity as everyone is aware, it feels now that this is a really important and significant time for us, hence, our refresh of that strategy to get it in place. It would be wrong for me to say that Black Lives Matter and that movement […] has not been prominent in society and in [our] thought, but ultimately we have been gearing up to this but because of the numbers of people involved almost once in a lifetime opportunity for us to really grasp that, and in large numbers look at improving the diversity of our workforce because that's a lot of officers over the next couple of years that are going to be coming into service.

Sheffield and District African Caribbean Community Association (SADACCA) has noticed that since BLM it has become easier to get previously reticent organisations in the city to work with them in their communities,

since Black Lives Matters and George Floyd's murder [organisation name] have been around the tables, but prior to that it was almost impossible to have a conversation with them about anything…on any project that we were trying to run (SADACCA Senior Representative).

There was a collective awakening/response to BLM, some of this emerging from a groundswell of protests in Sheffield, and to a certain degree the presence of the Race Equality Commission itself, that led to new directions for some organisations. For instance, Disability Sheffield said,

in June 2020, in response to the Black Lives Matter movement, we made a commitment to being part of the solution. I think Black Lives Matter movement last year was almost a catalyst of something that we knew we needed to look at, and it sort of galvanised into that I think (CEO Disability Sheffield).

Similarly, the South Yorkshire Housing Association accepted that,

we acknowledged following on from the events of last summer, namely the murder of George Floyd, that race is an area that we could definitely be doing more on.

Others, like the Police and Crime Commissioner used the opportunity to engage with Black communities in Sheffield,

during 2020, following the death of George Floyd, I engaged in a series of meetings with members of Sheffield's Black community. I wanted to listen and understand how the Black community feel they are treated by policing and criminal justice services, and I wanted us to work together to improve services (Police and Crime Commissioner, Dr Alan Billings).

Similarly, reflecting on BLM, the Head of Youth Justice in the local authority stated that,

we thought that as a service the renewed focus that came emanating certainly from May last year that it was not enough to say that we are fair and that we are not a racist service (Head of Youth Justice Service).

A representative from Sheffield Theatre Trust also confirmed the galvanising dynamic of BLM when they said that,

I don't hand on heart believe our focus was specifically on anti-racism […] I don't think the concept of anti-racism itself came up before last year….and colleagues would agree with me.

For there to have to be a dramatic catalyst for race equality to be focused, it suggests that the work is not yet mainstreamed in many organisations, and that requires change. Austerity slowed and/or stopped race equality work in some areas while Black Lives Matter acted as a catalyst for others. It is clear that a systemic approach to such issues is more likely to ensure a proactive and resilient way of tackling race equality in the long-term.

COVID and Lockdown illustrated how the business sector approach to engagement and facilitation was not as effective as they thought prior to COVID-19 due to organisations being less focused on how race explained disparities, social networks and marginalisation. Heightened COVID-19 planning among organisations in Sheffield ironically emphasised a dearth of activity to date. This was a consideration in the statement made by the CEO of Sheffield City Council.

Sheffield has many great strengths, but we also know that not all of our citizens benefit from the same opportunities and life chances. It is very well documented how COVID-19 has illustrated how racial disparities and racism adversely impact Black, Asian and Minority Ethnic communities (CEO Sheffield City Council). This was further informed by the Sheffield Teaching Hospitals by, acknowledging the disproportionate impact of COVID-19 on our communities – due to the impact of racism, structural and health inequalities. And Healthwatch Sheffield who, know that inequalities and health inequalities in Sheffield are stark and COVID has shone a light on that […] (Healthwatch Sheffield).

COVID has also emphasised the connectedness and relationships between city organisations and Sheffield residents and community organisations. The BAMER COVID-19 group (Black, Asian, Minority Ethnic and Refugee) collective response to the COVID-19 emergency highlighted the readiness and insight of established city organisations compared to their own voluntary and community sector counterparts. The BAMER response was indicative of where organisations in the city lacked understanding, capacity and competence to deliver or enable effective provision across different sectors. The BAMER strategy outlined that,

on the 12th of March 2020, it was established as a result of the pandemic rather than as a result of a political issue. We were forced to respond to a very difficult crisis that existed in our community. We knew that we had to look after each other as we knew that the system wasn't prepared to look after us, so we decided to join up forces and our collective action to join our resources together and deliver.

Before COVID spread across the country the charity sector policy organisation ACEVO (Association of Chief Executives of Voluntary Organisations) called for the charity sector to prioritise racial and ethnic diversity, equity and inclusion. The pandemic has only sought to harden this resolve. In relation to organisations like the BAMER group they shared with the Commission that,

Some charities have been inundated with demands as they try to service populations and organisations heavily impacted by the virus, and also the fallout from efforts to combat Covid-19. This is perhaps particularly the case with small charities close to often-excluded populations that mainstream charities and the state can find 'hard to reach'.

COVID-19 became a catalyst for a more focused approach to racial inequalities. One housing association stated that,

COVID-19 has flushed out some of the consequences of this lack of diversity in power and decision making. The national and local response failed to design the pandemic response with the specific needs of BAME people in mind e.g. tailored communication, how different cultural factors might impact ability to adhere to the measures.

In the Sheffield City Council Economic Strategy and Commissioning section, COVID-19 illustrated how their previous approach to business engagement and facilitation was not as effective as they thought it was prior to Covid,

the sheer amount of businesses that we've worked with over the pandemic […] it's over 10 times the amount that we've seen any year. So, we've worked with 12,000 businesses in the last year from around 900 previously, and that showed us that there are sections of the community that we just weren't in…

[…]

Prior to COVID-19 I think we served the businesses that came through our door with fairness and respect, but we waited for ethnic minority businesses to come to us, and I think now we understand that we've got to reach into our communities and connect with civil society organisations and community organisations, who in turn reach out to ethnic minority businesses with us and for us and once we're connected, we need to work more intensively with them (Head of Service for Economic Strategy and Commissioning, Sheffield City Council).

Organisations discovered that the pandemic was revealing new ways of working. Such as Sheffield Teaching Hospitals' strategic goals, where one of these was goals written,

to address issues of access to healthcare, and health inequalities during COVID-19, by being able to deliver culturally competent and inclusive services. This will specifically highlight issues around privilege, systemic discrimination and the impact of this on under-represented groups and those at risk of discrimination and disadvantage (Sheffield Teaching Hospitals).

This context has led senior staff from Sheffield City Council Economic Strategy and Commissioning department to state that,

[…] we haven't just discovered these issues, but COVID-19 obviously has heightened these issues in many, many ways. […] we haven't currently got a published economic strategy for the city. That's a gap and that's, that's a problem that we need to fix. If you picked up an economic strategy from five years ago, it would have talked about inward investment skills, productivity, enterprise start-up. It would have covered all the territory and macro level, but it would not I think, be what you would pick up and think of as an inclusive economic strategy rooted in community and dealing with specific kind of multi layered multi-Gen drivers of inequality (Director of City Growth, Sheffield City Council).

For some, this increased activity among key organisations in Sheffield with marginalised ethnic communities has heightened the sense of a lack of activity in previous years. One member of the COVID-19 Action Group was led to concede that,

I agree with others saying the engagement that we have had during the pandemic has been more than the engagement that we have had during the last 10 years.

II) RACE, RACISM, AND INEQUALITIES

The prevalence of racism and the significance of race for those living and working in Sheffield was reported to the Commission in written evidence, public and closed hearings, and some submitted anonymously through written or confidential oral testimonies to the Chair. It will be no surprise that racism and racial disparities remain ongoing concerns for the city. In many cases racial disparities were accepted 'as fact' by organisations especially where data was available to support such conclusions. In some cases, evidence from representatives' experiences sufficed. Experiences of racism were shared that could be described as individual, institutional, structural, forms of microaggression, direct, indirect, conscious and unconscious bias. To a lesser extent but no less significant was evidence that emphasised intersecting concerns regarding race and gender or disability. Racial disparities emerged from practices, policies and processes that led to racialised outcomes. Some of these involved funding, procurement and enterprise considered later in this report.

The workforce experience of race was difficult for many to share because they were personal accounts of situations and environments where people felt conspicuous and isolated. Bullying, harassment and discrimination constituted part of these lived experiences. Racism in its many guises emerged as a consistent theme across all six priority areas of the Commission's work. Some of the experiences of racism were even in the 'backstage' where White witnesses spoke about how other White people would share racist views with them, thinking that they would have shared views about the racialised 'other'. Some of these narratives were accompanied by reflections on how whiteness privileges White people from the experience of racism. It should be acknowledged that all those who submitted evidence in such circumstances are thanked for their contributions. The act of submitting evidence was highly stressful for many and reflective of an environment that made people feel vulnerable in raising these race related concerns.

The substance of race and its incumbent (dis)advantages in society remain part of the narrative shared with the Commission. Some of the evidence relates to conversations shared across communities as a form of strategic advice. It cannot be denied that these shared affective states impact how racialised individuals approach elements of their lives such as job interviews. The Commission found that such racial dynamics can be experienced throughout the lifespan. Some referred to organisational cultures that ignored association bias where some workers receive unofficial mentorship from senior staff thus enabling smoother career progress. Such observations, not only from Black, Asian and minoritised ethnic staff, are

generally missed in any assessment of simple organisation statistics. However, such processes contribute to the 'snowy white peaks' in organisations, and lack of diversity in senior and strategic positions in governance. Such issues were reflected from primary schools through to strategic business and enterprise organisations. This view of association/affinity bias and their related stereotypes was also shared by many who live and work in Sheffield.

Part of the discipline of hearing about experiences in Sheffield is to understand lived realities, whether it is a teacher sharing those of pupils, community leaders' experiences of COVID-19, or CEOs' stories of the workforce, leadership, and governance. The significance of race in Sheffield is undeniably problematic as its impact emerged as a consistent theme across all areas of the Commission's work. One nurse who submitted evidence stated that,

when I initially submitted the evidence, I did not do so with a view to remaining anonymous, but then with consideration I felt that because of the sensitivity of the issues I have raised that I should remain anonymous as I did not feel confident in having the support and understanding of managers. There are no managers who could empathise with my personal circumstances… In other cases, experiences of racism were redolent of everyday lives where it was also unwelcome.

Healthwatch Sheffield noted that,

People told us they were worried about increased discrimination and attacks on people of East Asian origin, which led to fears of going for walks, to the shops etc (Healthwatch Sheffield).

Clearly, if residents are fearful or tentative about going to parts of the city in their everyday and social lives then related experiences in other domains will negatively add to their psychological wellbeing.

One employee in the local authority simply stated that they were unhappy in the workplace and that they were aware that others with a similar biography were too. It was recounted that,

in the entirety of my employment time with Sheffield City Council, I can truly state that there has been a significant amount of silent racism and inequality, and this has to be eradicated at its earliest opportunity – we cannot let the rot spread. […] it's really come to light now because society's changing and we're not. The organisation isn't and if SCC can't change, how are we asking the private sector to change and to implement these changes. We should be the leaders in this (Sheffield City Council, Business and Employment confidential).

Some of the hearings invited conversations with older residents to share what the Commission could learn from their experiences of the workplace. One resident spoke of differential treatment felt in comparison with white colleagues regarding access to training,

yes, racism is there. It's very hard to prove it, but you know for yourself, because there's a lot of unfairness. The things when I just started that were said they would do, send me to train…I didn't have any training…the things that they promised they would have done when I become permanent.

Experiencing racism over several years led an older former police officer to state,

I resigned from the South Yorkshire Police following these events…

There were times when being a Muslim officer at a work event like policing football matches meant that those who provided food in the form of a packed lunch would not consider dietary or religious requirements. There were plenty of challenges with being accepted by the public as a South Asian officer but there was also a clear sense relayed by other working racialised police officers of not being seen as capable or fitting the stereotypical norm of a police officer. He went on to state,

I am also aware of a male officer from Asian background who was also subject to similar issue to me […]. He told me he could do the job required but was told by other officers that his cards were marked (W. Police Officer).

Bias, and microaggressions which are regular very subtle forms of racial insult, assault or invalidation were often evidenced. Those with experiences of being racialised throughout their lives were more likely to have a heightened awareness of microaggressions. The fleeting nature of microaggressions can lead to statements such as,

racism, it's still there in some of the folks. It's still there and it's very hard to tell, very hard, because you've got to have the proof, but I know when the racism is there (Sheffield Grandmother). Many also talked of microaggressions and racist 'banter' that they perceived as something they had to put up with (Lewis Hamilton Commission).

One entrepreneur from Sheffield summarised how advice was passed on to him about how race and racism would make his life harder, by stating,

our parents told us all the time, all the time from day one, look you've got to work hard, you've got to work harder than the average person, the white guy, whatever. […] And so, I asked my other colleagues did they have these issues, no they don't have these issues. I still have many friends today from all backgrounds, did they have these issues, of course they don't, because…why would they? (Entrepreneur Sheffield).

A primary school teacher shared a similar view,

I do feel like if someone's got to do five hurdles to get to that stage, if you are black that you're doing a lot more hurdles. I know of colleagues who have perhaps had a bit more coaching to get to those leadership roles because they've had friends who are in those positions and that's just my personal experience (Primary School Teacher).

Some experiences of racism were in the 'backstage' where White people spoke about how other White people would share racist views with them. These backstage talks often occur when people feel they are in the presence of like-minded peers and feel comfortable sharing what would be otherwise unpalatable views. Some of these narratives were accompanied by reflections on how whiteness privileges White people from experiencing racism, while also opening opportunities for allyship and antiracist learning to take place. Backstage racism was recounted in testimonies from White residents and professionals in the city. For instance,

you know, with some of the examples at work, it has been when there's only white people around and only maybe two or three of us, and I've been like, are you only saying this because I'm white as well and you think that you know, it's not gonna bother me?
[…]
I don't know if they feel comfortable saying these things to me because I am white or if they are unaware that what they are saying is racist (although if in an open office it is normally said in hushed voices which makes me think they probably know on some level that it is unacceptable), (Sheffield Resident).

In school, children have recognised such behaviours and reported them to teachers,

what children have often said is some of the conversations that were being had with those aggressors were away from…they weren't in front of them, and they needed to know what was being said, so we need to be better at sharing that information. I have, there have been times when I've had long letters from white children who felt that there was an injustice of one of their black friends who had been treated unfairly and I've responded to that as well. (Sheffield School Teacher).

INSTITUTIONS

It was consistently expressed that racism in Sheffield institutions was prevalent across a range of contexts. A CEO of a regeneration trust agreed that,

it does highlight for me, how endemic that racism actually is, how embedded it is in Sheffield and in institutions. I don't think we can deny it. I think it is overt. Anybody who's got a social conscience will see it and feel it (Manor and Castle Development Trust).

A senior business leader also recounted,

I have probably heard one or two instances of overt racism, you know, not to somebody but about black people, you know, that really was just shocking and aren't from people who you would absolutely expect.

Such behaviours may begin to explain how racism may be experienced at all levels regardless of whether 'glass ceilings' have been broken. The notion of glass ceilings, where individuals manage to break through to the highest levels of organisations to 'level the playing field' was contradicted in this statement from a very senior employee in a different local authority,

interestingly, and naively, one thinks that when you are at the very top of the organisation the racism stops, but colleagues it does not, and it does continue.

As with the police officer earlier, the Commission heard evidence where some felt that the people they were working with did not think they fit the image of a professional like a managing director, or teacher. In one case, staff were warned that a Black person will be coming to work with them, while another was denied a company car because the boss had never worked with a Black salesperson. There are ominous impacts of different forms of bias that affect

racialised people in Sheffield from an early age. For example, Sheffield City Council is trying to address all the factors contributing to children from minoritised and racialised groups being over-represented in the criminal justice system. For some, inequalities regarding race in Sheffield are a matter of common knowledge and incontrovertible. Where there is evidence in national reports and statistics that discrimination and bias are part of the reason that racialised populations have a poorer employment and unemployment rate, Sheffield echoes such statistics.

CEO of Sheffield Teaching Hospitals offered a few reasons why it might be harder for racialised groups to progress in some organisations in Sheffield. They stated, there is a common association bias in operation in organisations. This bias is something that begins at recruitment where there is a danger of selection committees that lack diversity, while the experience remains part of the workforce dynamic as it disadvantages employees due to the mix of informal opportunities, coaching and mentoring falling to those 'in-groups'. She stated that

[the] whole thing that I personally counsel myself about every time I do a job interview is we're all hard wired to like people like us and that's really dangerous when all you've got is a one hour or a half hour interview to see beyond what is familiar and comfortable. So, I think all white recruitment processes, all white panels are much less likely to employ people who don't look like them. Then once you're in the workforce your white manager is less likely to recognise your talent, your white manager is less likely to put you through leadership and development and less likely to understand your world, your community, what matters to you, because it's more unfamiliar and that perpetuates itself in terms of promotion and retention (CEO Sheffield Teaching Hospitals).

An experience shared by an employee in Sheffield spoke of intersecting issues of age and ethnicity that were a serious concern where organisational processes lack diversity,

and also, because of my age, I recognise I'm getting older and as an older woman and being black as well, you're going to an interview, you know, people look at you differently, they will think differently of you, if they've just had a person who's in their 30's, a white person before you in an interview panel, and you walk in, you are going to be treated differently.

Such dynamics can be experienced at each end of the work lifespan. One businessperson recounted an event when he went for a Saturday job as a schoolboy,

I recall as a young lad in Sheffield going for an interview on the Moor in a men's fashion shop for a part-time Saturday job. My friend had already been interviewed for the role and was successful. He informed the manager that a friend (me) was outside and also looking for a job and whether they were looking for any more part-time workers. The manager said that he was. Therefore, I made my way into the shop. I recollect introducing myself to the manager, told him that I was interested in the role, in which he then replied that they didn't have any vacancies.

This view was reinforced in a deep dive action plan listening exercise across their workforce, customers and utilisation of services by South Yorkshire Housing Association, when it was shared with them that,

I've witnessed my white colleagues gain favour (affinity bias) with our managers, getting unofficial mentorship by being taken under their wing and progressing into very influential roles. I used to think it wasn't about the colour of my skin but I've been here for years, in the same position, still witnessing the same thing (South Yorkshire Housing Association).

In higher education (HE) evidence of such processes has led to the view that some academics are being differentially treated in how opportunities are offered,

…applying for [a] professorship and being blocked because the… the evidence of two things, the evidence you need to be able to apply for Professor involves having experience of leading, and nobody has given you the experience of leading because as has been reported in, in so many different things, there seems to be a fundamental lack of understanding that black people can lead.

A Chamber of Commerce representative expressed similar views,

from my experience of working in skills recruitment and employment there's a real challenge […] that people like people like themselves and people are comfortable with people like themselves. So, I think there's a real [issue] whether you call it conscious or subconscious bias there…

This view of association/affinity bias and their related myths and stereotypes was also shared by many who live and work in Sheffield. A local entrepreneur shared that,

many may believe the narrative that those from BAME communities are less capable in certain fields and professions, less trustworthy, less reliable than other colleagues and so expect them to act out these perceptions. These views are often held without any personal experience of these behaviours. It is a fact that people in general, including the decision makers in business, more often than not conduct business with persons they feel comfortable with. The experience of this point was reinforced further, our experience where we see some of those we have dealt with in City Council having a view of the African Caribbean community as "not really business people", coupled with a lack of actions and following through with support that seem determined to prove that myth… thus making it a self-fulfilling prophecy (SYAC).

Perceptions of bias emerged as a factor in how professionals across different sectors experienced their working environment. A senior Black teacher shared how they felt their chances of recruitment rated at a predominantly white school in Sheffield. The significance of race and ethnicity, racialised perceptions of geographical areas and schools clearly influenced the confidence that this teacher had in their potential for success. Their view was that,

it was quite an insular community, very white community, and I felt although it was never discussed, my ethnicity, I felt my ethnicity was a barrier there.

Another Black teacher shared an experience of engaging with members of the public in her professional capacity when she stated,

whilst taking my class on various school trips around the city, I have experienced unconscious bias from staff within different organisations. They sadly, do not see me as the 'teacher' but as a lesser qualified member of staff even though I am a highly skilled professional with 27 years of experience.

This type of microinsult appeared in the career story of a number of submissions. One included the following testimony from a high-level executive who said,

I went to a leaving do for a colleague in a neighbouring authority, and I was introduced by this white woman, as her colleague… as [local authority's] very interesting Chief Executive. […] and then she then went on to say, when I first saw him, I thought he was the DJ…

A business entrepreneur from Sheffield also found that they did not fit the somatic norm of a managing director of a Sheffield firm.

As the black Managing Director of a business, particularly in the 1980s and 1990s and even on occasions today, still means there are hurdles to navigate. In some instances, I was mistaken for the delivery driver and a milkman refused to believe that I was the Managing Director, in front of my employees in my own office.

And in the following example there was no doubting that the somatic norm was not met when a private sector entrepreneur spoke of a new job where the boss started the induction process with the caveat,

look we've never employed a black guy before we want to see how you get on. He stated to the Commission, imagine getting to the starting block of a job 20 years behind everyone else, with your leg tied up. That's how I started.

Stereotypes can be the catalyst for a range of behaviours. A senior local authority executive explained how early on in their career they were put under-pressure to fit a stereotype to help them fit in,

[…] approached me and asked me whether I knew any stolen car stereos going for sale, and I remember being quite perplexed about it, and that feeling of being perplexed became one of concern because I didn't know anyone who stole car stereos. I didn't know anyone who stole car stereos, I didn't spend time with people who stole car stereos, and I think it's an example of a stereotype and I was flummoxed and concerned that if I didn't… I sat looking out the window thinking where am I going to get a stolen car stereo, I'm not a thief, and I was worrying myself to death thinking I would no longer be in the in crowd because I couldn't produce this stolen car stereo…

According to a senior Sport England Board Member, stereotypes, can also influence the range of sports offered to specific groups in Sheffield,

stereotypes are still really important in sport, if there was one message, I would want to offer Sheffield, in terms of how you can use sport and activity to drive social change, but also how you could drive racism out of sport, it would be to look at the full range of sports and not to make tired or trite stereotype typical judgements.

In addition, stereotypes can influence access and how residents enjoy the city. One resident told of three generations of their family who shared the same experience of getting into nightclubs in the city centre. In reflecting on a grandchild's experience,

He's been refused entry to night clubs because he/they were wearing Burberry shirts, whilst white youth similarly dressed were allowed in. Been shepherded to one side outside a Night Club by Bouncers/Supervisors, and body searched… His own experience included statements such as, like my fellow black pensioners'/friends, we experienced racial discrimination in all spheres of our lives. And, about 40 years ago I successfully brought a case of racial discrimination against a night club in Sheffield.

Bias and stereotypes also emerged in stories told by a Sheffield Community Education charity about young members of the Slovakian Roma community often depicted as *gang members and threatening*. The Commission was also told a story about how three or more Black school students are often similarly described. These views were encapsulated by a Sheffield resident who argued,

and then when we look into schools it is that same thing, that basically we know from psychology research that when we look at ourselves we are more likely to give ourselves a break, we are more likely to say that the reason we are late is because the bus was late or because the bus driver didn't stop or because the alarm clock didn't go off or whatever it was, an external factor, but when we look at others we are more likely to see it subjectively its' because he's lazy or because he's incompetent or he's no drive or whatever, so when a teacher is looking at a child will they see external factors of behaviour or internal one..?

There are ominous impacts of different forms of bias that affect racialised people in Sheffield from an early age. For example, in crime and justice,

as the children's service mostly aligned to the criminal justice system, we feel that as a service who has already recognised and is trying to improve all the factors contributing to the over representation of children from minoritised and racialised groups it is not enough to say our service is fair and equitable, not a racist service and there is no bias within our practice conscious or otherwise.

Race inequality in Sheffield is prevalent across sectors. For some, inequalities regarding race in Sheffield are a matter of fact and can be tracked across the city, work portfolios and sectors,

We can identify racial inequality across all areas of our work (CEO Voluntary Sector). *The Chamber recognises that there are structural inequalities in the wider business ecosystem* (Chamber of Commerce Representative). *There is evidence at a national level that*

discrimination and bias is part of the reason that ethnic minorities have a lower employment and unemployment rate. Within Sheffield there is no reason to disagree with this conclusion (Sheffield City Region Mayor's Office). *I don't think we need to go around looking for evidence about racial discrimination. For me it is a given, it always has been a given so why are we still asking that question is kind of beyond me really* (CEO SOAR).

In this sense it is not unusual or different to other cities or indeed the country.

However, the Commission feels there may be some distinguishing factors useful to explore further to understand their character and help ensure actions taken have the greatest impact.

Some of the distinguishing factors of race inequality in the city are manifest in related but different ways across sectors. For instance, in policing, a senior police officer in South Yorkshire stated that,

we know that black people are 5.7 times more likely to have force used on them through policing; 3 times more likely to be arrested; most likely to be remanded in custody through Crown Court and nationally 4 times more likely to be stopped and searched than white people.

And in many organisations, there are statistics that show numerous incidents of disproportionate cases of discrimination such as in the Sheffield Teaching Hospital where *12.6% of BAME staff have experienced discrimination in the workplace, within the previous 12 months compared to 4.7% of white employees.* At Sheffield Children's Hospital those that fall under the category BAME are less likely to be appointed after shortlisting than white colleagues (0.6 to 1). Also, *BAME colleagues are more likely to enter the disciplinary process than white colleagues* because there is a tendency to take people into a disciplinary procedure rather than think through what has gone wrong. An overview of such patterns in the NHS were discussed with Roger Kline (Research Fellow Middlesex University) who led the development of the Workforce Race Equality Standard.

Racial disparities are exacerbated by a range of other factors, so in health,

race inequality is one factor of wider inequalities. The wider social determinants of health such as the unequal distribution of housing, employment, wealth, healthcare, and education lead to health inequalities. There's a wealth of evidence that shows health outcomes are correlated to income or wealth - economic inequality leads to health inequality (Sheffield Clinical Commissioning Group Representative).

Similarly, some disparities shared with the Commission in the arts are a consistent story across all sectors in the city,

A persistent lack of diversity on boards. A persistent lack of diversity in leadership. A persistent lack of diversity in staffing (Sheffield Theatre Trust).

These examples are symptomatic of all areas examined by the Commission. Each organisation and each sector requires a specific understanding of the ethnic gaps and differential experiences before tackling them in a long-term strategy.

III) REPORTING, GRIEVANCE AND DISCIPLINARIES

There is a certain reticence toward reporting racial grievances,

people don't like challenging it, who are racially abused because it just makes the whole situation more awkward. They never feel potentially that they are in a safe space to be able to challenge that kind of abusive behaviour and that can be kind of endemic, I think […] This overt racism does not get reported and is seen as 'that is the way that it is'. Maybe people do not see the point in reporting it as nothing would get done anyway, and could potentially inflame the situation (CEO SOAR).

Such views might suggest that where there is a general under-reporting of racial issues, and there is a need to recognise that the absence of complaints is not necessarily the absence of problems. This was illustrated in the CEO of Sheffield City Council's comment that, between April 2019 and March 2020, a disproportionate number of employees who are BAME (25%) raised Dignity and Respect concerns, whilst this represents a low number of individual cases, it remains an area of concern.

Others have found there to be a tendency for racialised groups to find themselves disproportionately the subject of disciplinary processes. An overview of such patterns in the NHS was discussed with Roger Kline. Sheffield Children's Hospital observed such a trend when they reflected on Roger Kline's testimony,

Roger is absolutely right on that, I think looking back at the data, you can see that those from an ethnic minority background have disproportionately ended up in disciplinary procedures, we have started to see that not happen and moving away from that, to be honest I think that this is a benefit to all because I think sometimes people have been too quick to take people into a disciplinary procedure, rather than think about what it is that has gone wrong (Senior Representative, Sheffield Children's Hospital).

Part of the reason for under-reporting may also emerge from the kind of institutional response expected or received. The Police and Crime Commissioner accepted that, *there have been very few complaints about the use of Stop and Search, though this may indicate a lack of trust in the police to take complaints seriously*. This was borne out in the HMI of Probation Thematic Inspection in Sheffield (October 2021) of the experiences of black and mixed heritage boys in the youth justice system. In this report, discussions with young boys about the police revealed that, *the boys demonstrated a degree of fatalistic acceptance that they are treated differently based on their ethnicity. Police stop and search was discussed in this context and, while it was evident that this was a stressful experience, it had also become normalised and an accepted part of everyday life* (p.21).

In another case, a poor institutional response affected confidential evidence submitted at interview when a witness's formal complaint was poorly processed. In this example, staff involved in leading the grievance process were directly implicated in the complaint of overt racism, and when the case was not pursued because it was labelled ' only a joke'

our interviewee stated,

I was aware from her comment the HR Director would not be taking my concerns seriously and they were trying to police and undermine my lived experience on racism, however, I had to follow their policy and procedure (Confidential Interview - C).

Another submission reflected on the speed of response,

I have raised a formal challenge re a colleague's racism. This was three years ago. Some initial actions were taken but still now, the work to deal with racism in the team is still ongoing (Confidential Submission - S).

Sheffield Futures noted that,

hate crime referrals have been rising in recent years locally – including racism. This is often attributed to better reporting systems. However, it could equally be due to a rise in intolerance (Sheffield Futures).

A Sheffield resident who works in the city reflected on reporting racism,

I think the other thing is that you know, it's just not reported as much as you know, hopefully, it should be because people don't know what's going to be done about it or you know, or they won't be taken seriously or like, oh, well, it's just it's just a one-off incident, but actually, all these instances add up and actually, it does happen a lot. There is unfortunately…still a lot of racism in Sheffield.

GOOD PRACTICE REPORTING

- Sheffield Hallam University has implemented a 24 hours 7 days a week reporting tool entitled report and support. Institutions are looking at independent/ anonymous supporting whistleblowing, as different avenues to provide different ways that staff can raise race related issues. Several universities across the country are using this tool as an example of good practice. Many universities in the UK use the Report and Support tool, which is produced by the organisation, Culture Shift. These include Durham, Warwick, Bristol, UCL, Surrey, Sussex and UEA among others. The tool can be used for student reporting, for staff reporting or for both and the pattern of use varies across institutions. Other universities use reporting topics that include bullying and harassment, physical assault, and hate crime.

IV) ANTIRACISM

Institutional statements about antiracism force an acceptance that racism is not only a problem in the city but necessitates an active focus to disrupt its many forms. Testimonies were received that considered individual as well as institutional approaches to antiracism and racist practices. Some organisations have become antiracist (e.g., Sheffield City Council, or Sheffield City Galleries and Museums, and others have proclaimed zero tolerance to racism e.g., Manor and Castle Development Trust). Statements included,

As an organisation we have adopted a zero tolerance to racism (CEO Manor Castle Development Trust).

And,

We thought that as a service the renewed focus that came emanating certainly from May last year that it was not enough to say that we are fair and that we are not a racist service, we are wanting to be seen as a service that is anti-racist and has got the capacity to review and challenge our practices and also be in a strong position to recognise racism and in a position to challenge it when we see it (Senior Officer Sheffield City Youth Services).

As well as,

Well, if you've looked at our business plan, you can see some of the actions that we're taking within that business plan that is embedding, good practice and embedding that the principles of becoming an anti-racist organisation so you know, it's worth having a look at some of the things that we're doing, but we're starting as a new organisation, with our ambition for people and when I say people, I mean the organisation itself that is about development of our team, starting with our boards of trustees and with the leadership team, but really looking at what we mean by being an anti-racist organisation, how that approach threads its way through every element of our programming every element of our recruitment, every bit of what we do (Senior Executive Sheffield City Galleries and Museums).

In addition to statements on antiracism there were examples of antiracist practice. For example, in education some schools have responded to resistance to racial language and negative overtones in the classroom. Some schoolteachers have refined their curriculum to represent their diverse community by being more inclusive in their choice of authors, topics, and materials. In higher education there are more common occurrences of decolonisation due to the profile of the work done nationally. In addition, work in the HE sector has been active in conducting studies on racism and harassment. Including Sheffield, and higher education more broadly, key issues revolve around the awarding gap between White and Black students exacerbated at First and Upper Second grades, the campus climate as related to belonging, progression, retention, and the place of race in the learning environment. The Head of the Race Equality Charter for Advance HE spoke to the Commission and reported that many of the key concerns in HE relate to students experiencing racism, and racial abuse including on social media. In addition,

the effects of systemic racism on students in terms of their learning, also in terms of the kind of visual things, you know what's being presented on slides, and also decolonising where we're sourcing our evidence from as well, so I think these are kinds of particular areas where students do experience inequalities because they see a lot of students talking about "well how

am I represented in this course", and more often than not, these students are not and I think that these are the particular inequalities that we see coming up.

The Head of the Advance HE Race Equality Charter for higher education outlined to the Commission that the Charter was designed to challenge the student and staff experience by r*ecognising that racial inequalities are deep rooted in the higher education systems and structures and histories*, so that the Race Equality Charter that both Sheffield universities are working toward can be a vehicle for long term institutional culture change. A series of challenges from bronze to gold challenge the sector to be more explicit in its approach to race equality and the student/staff experience. No higher education institution has yet improved on a bronze award. Sheffield Futures reaffirmed the University of Sheffield's position (below) that young people feel that they need to be taught more positive things about BAME (sic) culture and not just learn about the slavery movement. They feel that they need to be taught more about famous BAME (sic) people and the history of other cultures. The University of Sheffield's position on decolonisation work states that,

decolonising the curriculum is an ongoing process which critically assesses and contextualises the arguments and assumptions of Western thought within all disciplines. It is not simply the integration of minority ethnic academics, scientists and scholars into syllabi, but it does prompt us to actively consider the incorporation into curricula of historically marginalised or suppressed knowledge […] Decolonisation does not deliver a set of prescriptions but is instead a set of suggestions and ideas for colleagues and students to think through, both individually and collectively (University of Sheffield).

More broadly, organisations in Sheffield must ensure that antiracism, race equality or related statements are transparent in strategy and implementation. This involves levels of joined-up thinking, that can be challenging in most bureaucratic structures, as illustrated in this quote from Sheffield's Education and Skills Service,

yesterday I met with officers in my team including, [name] and we were looking at both documents in relation to how we […] have a longer view of strategy for the council, and we observed that actually the racial equality, cultural issues seem to be silent (Senior Officer, Sheffield City Council Education and Skills Service).

In some cases, initiatives exclude consideration of ethnicity. In the case of grant awarding bodies there can be blind spots around who receives funds, and the balance of decision making in relation to ethnicity and its intersections. It is clear to some attending Commission hearings that there are influential organisations in Sheffield without targets or a specific focus on ethnicity. Without SMART targets antiracism remains at the level of conjecture, cannot become a reality, while racial disparities will prevail and poor practice rewarded…

a lack of focus, funding, no effort, no intensity […] there needs to be a part of the Council provision that's about a permanent continuous evaluation of all of these things, not just the schools, but the other departments (Former Sheffield City Council, Sheffield Based Consultant).

GOOD PRACTICE ANTIRACISM

- Meadowhead School in Sheffield has established a group made up of students to support their peers. The group decided it should have an inclusive focus and that all students would be welcome to join the group to be known as Meadowhead Against Racism. Key themes emerging from this group include:

  a. Exploring Black History over a whole year and not just the month of October.
  b. Black history should be considered beyond a slavery and American civil rights lens.
  c. Diversifying the writers, artists, musicians, and texts in the curriculum.
  d. Get tough on racism.
  e. Review the school's hair policy and its disproportionate impact on BAME students.

- Higher education institutions in Sheffield have committed to applying for the Advance HE Race Equality Charter. This involves a sizeable amount of work and a move toward culture change across both institutions. A Race Equality Action Plan and its implementation requires the input of staff and students in academic and professional services. The work is open to external scrutiny by Advance HE and is a working document that monitors progress.

V.   DATA AND RESEARCH

Given the significance of race, racism, and antiracism there is a dearth of data capture and research informing policy and strategy on ethnicity in Sheffield. This impacts the ability of organisations to adequately provide for all through data informed practice. Baroness McGregor-Smith's *Race in the Workplace* report (2017) states that the time for talking is over and that organisations should not only publish their aspirational targets but must also be transparent about progress while being accountable for delivering them. Progress can only occur when an organisation knows where it stands on any matter before making an improvement plan. In-so-far-as it would be wonderful not to need to consider race and ethnicity in policy and practice, ignoring them would perpetuate inequalities. Organisational environments where equalities data are not systematically collected or utilised have been described in much more depth elsewhere, in a theoretical rather than descriptive way. Where ethnicity is concerned, some of the research describes such environments as a form of 'colour-blindness'. In reality, to suggest that organisations and individuals should be 'colourblind' is a position that would only privilege those today where race and ethnicity are not everyday constraining factors. Robust data is a foundation to formalise racial disparities and experiences of racism before initiating constructive and positive solutions. Manor and Castle Development Trust's evidence submission noted that *the best way to tackle racism and racial inequalities in the city is data: understanding the depth and breadth of the issues and where to focus attention*. Data and research would enable organisations to make insightful decisions

and comparisons across, within and for ethnic populations that cannot all share the same needs or service targets. South Yorkshire Housing Association's assessment of the use of data in housing in the city argued that, data and insight into diversity and structural inequality are poor; without improvement in this area we will continue to make ineffective choices on how to drive change. We need sound data in which to ground interventions that will deliver the urgent and enduring impact which is required.

While many who submitted evidence or attended hearings shared their understanding of what needs to be implemented, there is a tendency for a lack of transparency and institutional understanding to marginalise or reduce explicit accountability. These points were not isolated and resonated across all of the Commission's areas of inquiry. The need to improve the quantity and quality of data regarding the experiences of residents and customers to improve each organisation's understanding of community needs and wants in addition to improving their ability to provide excellent facilities and services for local people was universally accepted. For example, the Service Manager for the Youth Justice Service who works in partnership with the South Yorkshire Police, the Police Crime Commissioner; Health Services; Probation Services, Mental Health; the Youth Justice Board, the Community Safety Partnership, and the Clinical Commissioning Group, stated that,

they know they have a lot of gaps in their data, collation, and in-depth analysis of data. We know the headline figures, we know the people that make up our service, but we are missing more of the in-depth stuff, the so what and what now.

Chair of the Sheffield City Partnership Board, Lord Blunkett's assessment of the data led approach of the board to its annual *State of Sheffield* reports accepted that where they have focused on broad inequalities in health, education, and employment there has been little focus on ethnicity. The Sheffield Chamber of Commerce adds to the discussion on the lack of consideration of ethnicity in economic planning due to it not holding data on the ethnicity of businesses and business owners in the Chamber itself. As a result, organisations without such data are unable to share robust reports on who is being supported or omitted within a specific period. Issues of accountability, transparency and impact become very difficult to establish in such circumstances. The CEO of the Mayoral Combined Authority shared the tensions of writing an inclusive strategic economic plan with little access to city wide data and research. For example, we know from the pandemic and the evidence that we have the data we have available,

we know the effect that's had on employment and young people say in the 18-24 year old group for example… we have absolutely no idea below that level how that breaks down in terms of gender, ethnicity and so on and it is absolutely critical in terms of making the right interventions in the right way (CEO of the Mayoral Combined Authority).

Joined by the Chief Executive of Sheffield City Council (CEO SCC) there is broad agreement that what they are working with in terms of data and research is poor or inconsistent in quality. The CEO of SCC went on to summarise,

the only other thing I want to talk about a bit is […] I think our data is very poor. I can't get a good handle on the situation, we've got some information about our staff, but it's not as good as I'm used to. Accountability isn't as tight as it needs to be, so I do want to make sure that senior leaders throughout the organisation have really clear deliverable diversity-specific objectives in their performance objectives, which is something again that I'm used to having, coming from the civil service.

Sheffield City Council does not have available or transparent data on ethnic diversity across its schools because it does not have jurisdiction across most of the primary and secondary schools in the city. In Sheffield primary schools, the maintained sector is approximately 30%. In the secondary sector, only one school is maintained, the rest of the secondary schools are academies. In effect, one of the largest employers in the city does not conduct ethnic monitoring of staff and students. The diversity of the school workforce in Sheffield is unknown. The Council Member for Education and Skills stated that,

the discussion was had with [name] from Learn Sheffield, about how we can raise that conversation directly with schools and how we can ask schools to first tell us what the composition is of the diversity of their workforce, because to be honest, those details aren't there.

Trying to understand inequality in schools is also a challenge for Learn Sheffield especially in secondary schools where exclusions by ethnicity are disproportionate to the local population. In the evidence submission for Learn Sheffield, the umbrella organisation for schools in Sheffield, there is a section entitled, *more forensic analysis of our data,* where it proposes that, *as a city, we need to understand the nature of inequality in our schools better. This ranges from outcomes through to exclusions. We need to start to analyse the interplay between different factors, so that we can begin to understand some of the common features linked to exclusions etc*. Consequently, when organisations like the South Yorkshire Police approach the local authority for demographic data on children in schools, they are unable to receive a satisfactory response. The Police and Crime Commissioner noted that,

we go to the Local Authority to ask them for what data they've got on children and I think there is some obligation on whoever holds data to release it, but it is difficult now that schools are no longer under the LA which is where they once were. When I was deputy leader of Sheffield City Council in the 70s/80s we would hold a lot of information as a City Council as an education authority we would simply have it, we would know exactly who's in our schools and what the ethnicity of everybody in the school was, it's not easily available now, so you've got to work at it because of the academisation basically of schools.

The Youth Justice Service evidence submission also states the need to improve the use, quality and strategic application of data. Data and research can be used to underpin performance and practice, *including the development of bespoke policies, systems, processes, and interventions specifically aimed at this cohort [Black children], to reduce overrepresentation from this cohort in the system or to increase the representation in those that provide the*

support and services. Funders like ACEVO, London Funders [both attended a hearing] and South Yorkshire Community Forum (SYCF) have recognised the need to do more than ask those bidding for grants to click on a drop-down menu *who the beneficiaries of funding will be*, for a more accurate assessment of ethnic recipients and impact. Many grant awarding and funding bodies like the SYCF are unable to state how recipient organisation are led in terms of ethnicity, nor how ethnicity informs that work. Therefore, they are unable to establish claims of 'ethnic beneficiaries'.

In reflecting on recent changes in their approach in monitoring performance, a senior member of equality and inclusion at Sheffield Health and Social Care stated that it was important to do this because,

> *I think previously some of our monitoring was tucked away in the middle of reports and not really scrutinised, not really challenged, didn't really have any relevance.*

Similarly, Healthwatch Sheffield are mindful of the way they have approached information gathering with community groups. In the past where they have engaged a diverse group of community members they have not collected and analysed the demographic information that would have been available to them. This they see as missed opportunities and have adapted the way they work in the wake of the COVOD-19 pandemic,

> *we resourced community groups to help us with our reach so 21% of respondents were from black and Asian communities but also, we collected the information in such a way that we could draw out themes that were important to that community and describe those so we're trying to do that in a much more mindful way* (CEO Healthwatch Sheffield).

The CEO of Sheffield Teaching Hospitals was very positive about ethnic monitoring in her organisations,

> *we are absolutely fantastic as an organisation about recording ethnicity of individuals that use our services, so we have a really rich seam of data around the experience of ethnic minorities.*

Good data can reveal where resources need to be focused to make improvements. It is the start of a performance change process. Sheffield Teaching Hospitals' evidence outlines its unrepresentative BAME workforce compared to the local population, their higher prevalence of harassment, bullying or abuse from patients, relatives or the public, more than twice the level of discrimination, lower aspirations for career progression, lower levels of patient satisfaction compared to their white counterparts. The CEO was able to make substantive plans based on data that enabled Sheffield Teaching Hospitals to move forward with plans to improve the diversity of its workforce, the outcomes of care and what they are delivering. The CEO went on to state that,

> *healthcare is the relationship between those individuals providing care and those receiving care because when they work in partnership that's when we get the best outcomes so if we don't have a diverse and culturally competent workforce, those relationships by definition*

> *won't be as good as they need to be and that's the other reason I want a diverse workforce* (CEO Sheffield Teaching Hospitals).

Without the data to make these decisions organisations are likely to repeat the mistakes of the past and perpetuate the status quo.

In the evidence submission from Sheffield City Council the Director of Public Health recommended the need to address as a city the issue of lack of data about ethnic groups across social, health, economic and environmental factors. As a member of the city's strategic health body, the Health and Care Partnership the HCP (previously ACP) has committed to implement these changes. However, it was made clear that the HCP has no authority over its member organisations to do any of the things it decides. The DPH for Sheffield went on to offer some insight into why data gathering in health remains problematic,

> *I've lost count of the number of recommendations that have been made by' uncle Tom Cobley' and all to get better ethnicity data in NHS service delivery and it hasn't happened yet for all sorts of probably understandable reasons, but it hasn't happened and what gets measured arguable is what matters and we still don't have great measures, it's improving a little bit but it's a bit too slow in my view* (Director of Public Health).

Some of the issues regarding data relate to a lack of research to inform decision making. In housing Professor Ian Cole's work on the Somali community in 2003 is still viewed as a study for serious consideration due to the lack of more current insights on ethnicity in Sheffield housing. Professor Cole stated,

> *[It]is actually shocking because it shows that nothing else really superseded that in the 18 years that have followed and the reasons for that I think was partly to do with the realities of funding.*

The Director of Care and Wellbeing at SYHA suggested that understanding the paucity of diversity in leadership and governance is a more fundamental reason behind the lack of research in housing,

> *What sits above the lack of data… it links back to the lack of diversity and leadership and what matters to people? So, where we have organisations which we do in the city and include SYHA in this that are predominantly led by white British people who haven't experienced the injustice that leads to less urgency on looking at the problem. So, for me that's quite fundamental; until we get to greater diversity and leadership. I think it's harder to get that real focus on attention on the research and the data.*

The lack of research in housing has been attributed to its lack of diversity and perhaps lack of empathy with ethnic populations. It has been suggested that understanding the paucity of diversity in leadership and governance is a more insightful way to understand the reason behind the lack of research on ethnicity in housing. Many organisations in the city are aware that they and others like them are predominantly and historically led by white British people who do not have a lived experience or a felt engagement with race, and racial injustice. A lack

of diverse worldviews may lead to less urgency in considering problems that others may see from a different perspective.

In sum, a significant group of city leaders agree that there is a need to improve the availability and quality of data, research and ethnicity specific analysis in the city for key organisations to better understand the communities they serve.

Lord David Blunkett summarises the mood in the city relating to ethnicity and data capture when he stated of the Sheffield City Partnership that,

we have always been data led, every strategy that I've been involved in, has always had kind of an evidence base of data, but if there are gaps in that data, there'll be then gaps in the policy to make it. So, I think there is something there around the data sources that we are using not being sufficient.

GOOD PRACTICE DATA AND RESEARCH

• Student exclusions are viewed as a failure of the system. The leadership regularly consult the data on their SIZRA system to check performance and behaviour. Problematic individual subjects can be isolated as an area for immediate investigation before they escalate. The system presents opportunities to ask questions based on information, the data, progress reviews, so by doing that they can continue to question practice.

VI.   COMMUNITIES, CONSULTATION AND CO-PRODUCTION

The civic life and communities theme presented an opportunity to engage directly with individuals and groups in voluntary, community and faith sector organisations. It is generally accepted in the community that many of the groups who provided evidence to the Commission fill gaps in statutory provision. Yet there remains a view that many are inadequately or inconsistently consulted and remain outside of decision-making loops that affect them and their local communities. According to the CEO of Voluntary Action Sheffield, the voluntary and community sector in Sheffield makes a meaningful contribution to meeting the diverse needs of local people,

the VCS and faith organisations play a key strategic role in the city, providing essential services and activities, enhancing and complementing services from the public and private sector, and very often meeting needs that would otherwise go unmet. They also provide, culturally responsive support to people from those communities in need of assistance because of their age, youth, disability, caring responsibilities, financial hardship or social disadvantage (SACMHA) *and help statutory services reach out to wider communities and share information with them* (Healthwatch Sheffield). Because in Sheffield, *people want culturally appropriate services* (Clinical Commissioning Group).

The range of facilities and services organised by non-statutory community organisations and individuals covers a range of interests and topics such as interpretation and translation, community language schools, community healthy living centres, advice work, care work, knife safety, health and fitness facilities and services, education, and business support. *These organisations are involved in work that helps to support the system to deliver better services.* (Abdul Shaif, BAMER COVID Action Group). However, it is clear to many in the Sheffield voluntary and community sector (VCS) that the pressure of maintaining rundown buildings, inadequate leasing agreements, under-funding and the struggle to be heard has claimed the existence of many of them and stymies the activities of VCS organisations led by Black, Asian and minoritised ethnic communities.

Despite the wholesale acknowledgement of the importance of the voluntary, community and faith sector there were consistent themes that directly affected racialised groups in the community that led to an erosion of trust and confidence in key stakeholder organisations. The Director of Public Health touches upon these generic issues in communities when speaking of the impact of minimal contact and consultation between key organisations and community groups, *contact with key decision-makers in the council and NHS had been inconsistent for most of the organisations over many years* (DPH). A senior leader in Sheffield Council Education and Skills Service reinforced the positives of effective consultation with these groups and the local community to strengthen strategic planning,

we recognise that there's a lot of things we need to do, and we understood that part and parcel at the centre of this was a meaningful conversation and listening carefully to what we're being told by our own staff, by our communities, by their children and adults we teach and work with, and really getting a hold of that. I think, ensuring that at senior leadership level that we have our approach to equality and diversity and race relations, very much, as part of our strategic concept, and that we report on the work that we do, and that we understand the work that we do and we recognise where we don't do it well enough, and having that strategic approach to making sure that we get that right.

Consultation and co-production are two contested areas in community provision. The theory is that sound consultation with communities and ideally the co-production of facilities and services lead to excellent culturally relevant practice. Many are critical that too often, engagement and communication systems are top down, and they are not connected to people and community voices. It was argued in the South Yorkshire Housing Association (SYHA) evidence submission that common errors are made in Sheffield in mistaking consultation for co-production. The SYHA stated that,

collecting the views of BAME people or offering them a temporary seat at our table is not co-production. Co-production means that BAME people have power in all aspects of the cycle of decision making and change - from co-design, through to co-delivery, co-evaluation and co-governance. This point is typified in comments by Healthwatch, *it's our belief and our understanding and our experience that if you listen to people well and involve them in shaping*

services, the services will be better and there will be more equitable outcomes (Healthwatch Sheffield). ZEST described this as, *partnership-based design with commissioning for community-based service delivery, rather than 'best dressed wins'.*

Other views reiterated this point, while in some cases the superficial nature of consultations from influential city organisations have been described as talking shops. For example, in confidential evidence submitted from a community organisation representative it was stated that,

the City Council has over the years established various meetings with a view to addressing BAME inequalities, but we pulled out of each one, as they have essentially been pointless talking shop round tables with nothing actually being achieved, or even having the pretence of being achieved. We feel that these structures are tokenistic and pointless.

Issues of top-down paternalism and the need for a more effective community engagement strategy was reiterated by the Sheffield Roma Network and reinforced by a Director in the City Council People Portfolio,

we acknowledge that investments have been made into local schools and GP surgeries, but this investment has been made through a distant assessment of needs without consultation – money has been spent on Slovak interpreters rather than Roma for example - and it is the feeling of many in our community that we are again being seen as a problem community to be solved, rather than a valued part of Sheffield society being built up and supported to make a real contribution to city life (Sheffield Roma Network).

For some, productive engagement processes have been ineffective for years. In the 1990s there was seemingly more willingness to engage with communities. There was also a sense of more impetus coming from individual senior leaders to connect with local people. A sense of weak engagement between key statutory and community stakeholder organisations remains a problem. For example, reflecting on community engagement with the Black community of key actors in local government health the Chair of ISRAAC who is also a member of the Covid 19 Action Group shared that,

I think my response would be that they haven't done any wider coordinated engagement in the last 8 years…time I have served as chair at ISRAAC, even the council officer for that locality has not even been to our centre probably for the last three years even just before the pandemic (Chair ISRAAC).

The Director of Communities, Sheffield People Services recognised the need to implement a careful approach to consultation and co-production when stating that,

needing to know when we step in and when we step out, I think is really important for the council, we need to get away from this paternalistic view that we've had in the past where we think, you know, for all the best intentions, I need to add, we think that we know best. We now need to listen more, and we need to understand that probably isn't where we are. and that, you know, there are people [who] know what the issues are in their communities, and we need

to listen more. So that would be sort of my ambition… (Director of Communities, Sheffield City Council People Services)

There is an additional point to be made about short-term approaches to engagement and the opportunity costs of discontinuing local area approaches to community engagement and bringing them back. Unity Gym owner, Saeed Brasab commented on his concerns about reduced engagement and policing,

it's good that they have been brought back in… whilst they disappeared that engagement and the level of trust that had been built throughout that time obviously went, which then makes it difficult to engage.

In relation to short-term engagement practices, a representative of the Pakistan Muslim Centre considered how a recent convergence of interest led to an improved approach with the community by a key citywide organisation. She stated that,

[organisation name] never engaged with us for years until last year and our engagement with [organisation name] started primarily when the email went out from the chief executive at that time when an email went round to say that there was a £1million grant, it would be great to get people engaging in their local communities especially young people. How can we do this together?

This convergence is reflective of a reactive rather than long-term planned approach to consultation.

A caveat for this process emerged from Lord David Blunkett (Chair Sheffield City Partnership Board) who warned of the need for key organisations to recognise who they are consulting and co-producing with,

those who are in the know, know. But be careful that those who say they speak for others, actually do so, rather than speaking for themselves, or only part of the community they seek to serve.

GOOD PRACTICE CONSULTATION AND CO-PRODUCTION

- The Sheffield Roma Network's initiatives with the Roma community are an example of proactive consultation and co-production worthy of emulation by key organisations in Sheffield. They are working with community leaders in the Roma community and have assisted them in establishing their own group. They are capacity building members of this community to take their own needs forward and operate independently. The Roma community is less likely to be dictated to by service deliverers where this model is implemented more widely.

- The South Yorkshire Community Foundation has split its action plan into external actions and internal actions, short, medium and long terms. One of the key areas it is focusing on

is the co-production of funding and looking at targeting funds to disproportionally affected communities.

- The South Yorkshire Housing Association has developed an influential method of co-production. Their approach has been highlighted by the World Health Organisation as an example of best practice internationally. SYHA applied their co-production method on the Sheffield Age Better programme to increase Black, Asian and minoritised ethnic participation and this increased representation from 4% on the programme to 22%.

VII. FUNDING, PROCUREMENT AND ENTERPRISE

Funding emerged as one of the most entrenched and common concerns in terms of racial disparities, discrimination and a sense of injustice. Even though austerity was a backdrop for the Commission's discussions (see Chapter 1) specific issues raised included the reduction of funding to organisations that served racialised ethnic communities, access, sustainability, procurement processes, paternalism and the over-monitoring of small amounts of funding.

Funding for Black, Asian and minoritised ethnic communities has been problematic for some years. It emerged as an area requiring improvement, monitoring and better consultation processes. Many of the issues outlined in the previous section relate to the absence of meaningful consultations, and a more empowering explicit co-production process leading to sustainable change.

Many community organisations outlined how they are living a tenuous existence, while spending more time on bidding for funds than delivering in the community. Similarly, larger less well-connected in the community, organisations with superior infrastructures, have been described as exploiting this situation by winning funding and sub-contracting smaller portions of their grants to community organisations struggling to become self-sufficient.

Sustainability concerns among those who offered evidence, also related to the fragmented availability of funding. 'Gatekeeper' organisations were often defined as being those in the front line of consultations, are comparatively well resourced, and/or experienced administratively; thus, enabling more concerted efforts to bid for funding. There was a perception that some organisations were trusted to be awarded or manage funding, they had the trust of 'the system' and were first stop organisations. Regarding health funding and gatekeepers the CEO of SACHMA stated that,

what's really interesting is, that as a black led organisation we are often approached by other organisations to do pieces of work and there are other organisations that, it feels from our standpoint, that they are trusted organisations, they are the 'go to' organisations, however often those organisations will be invested in by the system, then come to us to do the work. Until we can flip that switch and where commissioners begin to see black led organisations with good governance managing their resources well as partner organisations, as trusted organisations, that whole issue about resources doesn't go away (CEO SACMHA).

Subcontracting relationships were a common theme where community groups were paid part of larger grants to implement funded projects. Smaller or 'outsider' community organisations could not successfully disrupt these relationships due to their almost hand-to-mouth existence. The contracting out of funds to well-connected organisations, can lead to misadventure such as Windrush funding being given to a white led arts group by the local authority, to make decisions on what the African Caribbean community could or could not do. This example is used to describe the marginalisation of the black community voice in funding decisions, and a perceived lack of trust by Sheffield Council of black arts organisations in the way the error was made.

On numerous occasions black community organisations were reported to be running with a deficit and often described as regularly going cap-in-hand for funding in a city with no systematically targeted funding streams for them. Part of the problem for community organisations is the constant need to search out and apply for funding, with low success rates and limited capacity to do that and deliver to the local community. For example, it was found that there were shared experiences of Sheffield City Council being unwilling to resource community organisations in a coordinated and strategic fashion. This extended to procurement opportunities. The short-term availability of funding negated longer term planning and the levelling up of opportunities. Even with a challenging funding environment, some community groups are still managing to raise some funding though it is generally a fight for resources where cuts have taken their toll on funding, from domestic abuse through to mental health.

At all levels of evidence there was a chorus about a Black, Asian and minoritised ethnic VCF (voluntary, community and faith) sector that felt neglected and voiced that they did not feel that Anchor/influential VCF organisations in the city represented them or reached their communities. The impact of this was considered to be unequal access to funding and relationships within the voluntary sector. One example of this came from the BAMER COVID-19 Action Group which was established due to what they could see as a tardy mainstream approach to the health needs of Black, Asian and minoritised ethnic populations in Sheffield. Though this group was recognised as important in the city's response to COVID-19 they were not given additional resources and felt unsupported in their efforts to stretch their own specific organisations' resources into this larger consortium's goals. They fear that without being fully resourced they will struggle to maintain their momentum and cohesiveness to date. As a City of Sanctuary for refugees and asylum seekers, Sheffield's funding also remains an issue here to maintain a number of services for those most in need. ASSIST do a huge amount of work to support the people who have been refused asylum,

ASSIST like City of Sanctuary Sheffield, like South Yorkshire Refugee Law and Justice, exist on a mixture of trusts and foundations funding, a bit of money from accounts or some individual donations, a charity is lucky if it has a year and a half grace period before an impending cliff edge, with that structure of funding how can you plan for systemic change when you're just thinking about the next year? (ASSIST representative, and Director of City of Sanctuary).

The strength of the voluntary sector in Sheffield is being compromised by the frenetic search for funding, reactive bidding and delivery and their impact on long-term strategic planning. The focus for many organisations in the community is on basic needs rather than higher order ones that lead to a strengthening of the sector and its need to build in succession planning and sustainable frameworks. Making sure that water, heating, and the roof is dry consumes a lot of effort and distracts from frontline delivery. The clamour for funding has led many across Sheffield communities and sectors to reflect upon a poorly resourced and overly competitive funding space that does not do enough to encourage collaboration and collegiality.

When access to funding was considered, it was generally agreed that it could be more accessible, co-productive, strategic in aims and better supported. In reflecting on community investment in their submission SOAR asked a salient question about how those who commission funding might design processes so that smaller BAME (sic) organisations are not disadvantaged by the technocratic scoring process compared to organisations with bid writers. This commentary offers some insight into the need to disrupt a seemingly inequitable process rather than there being a problem with the quality of delivery. This view of funding in Sheffield is reinforced by the CEO of Voluntary Action Sheffield who said that,

funding structures and processes often exclude smaller groups and charities, which hits BAME organisations particularly hard. There is a conundrum around having capacity to be actively engaged in emerging partnerships and invest in bid writing and service development – many organisations cannot afford to invest in income generation given the commensurate risk of being unsuccessful. This perpetuates the more dominant position of better-established, very often white led organisations (CEO Voluntary Action Sheffield).

This view of funding in Sheffield was consistent in outlining how funding structures and processes often exclude smaller groups and charities, which hits community organisations particularly hard.

The funding ecosystem conversations also included discussions on access to procurement opportunities and advice for local people under-represented in contracting relationships with larger citywide organisations and those in business and enterprise. Procurement of key organisations' contracts was raised as a complex, convoluted and often inaccessible process. On a number of occasions, bias within anchor organisations with procurement processes and contracts became a topic of interest.

I kept going back to the council and kept going back with all the experience I have had. I've been in business now, and we still run a very successful business, 35 years. You try and get through those white walls, it's nearly almost impossible, yeah. And I'm talking about, not just the council, I'm talking about the NHS, I'm talking about universities (Sheffield Based Entrepreneur).

Some of the issues relate to a lack of transparency, and accessibility which reinforced the view that anchor organisations often awarded contracts to familiar people/organisations already known to them. More forthright views argued that contracts were often won by people who look like the white led organisations. This was a familiar story that was heard by the Sheffield Chamber of Commerce, where it was stated,

I do think this is the case, I think when I'm very conscious of my own, you know, I am a white woman and I'm very conscious of the advantages that have been afforded to me and the doors that I can open or walk through comfortably.

A Federation of Small Business report, which explained how ethnic minority businesses are more entrepreneurial, but access to finance is holding them back was the focus of a conversation with Directors of City Growth, Economic Strategy, and Business Growth in Sheffield City Council who added to VAS's assessment of funding systems in Sheffield for BAME organisations,

I think that's probably more about the ecosystem as well in the financial systems, not just our services. But I do think there is, in terms of the projects that we design and the grants that we are pushing out, there is something for me that is a knock-on effect to that kind of design of the ecosystem and the product in the first place. So, they're [B.A.M.E. led organisations] not around the table designing what those grant systems look like, what the grants can be used for. They're not going to represent what ethnic minority businesses need when they hit the ground running. And I think that's what I saw in that report and where I think we could affect some change. What I saw in that report was a lot of different grant products that we do know about because we utilise them, and that the criteria of those grants don't quite fit what an ethnic minority business would seek to do or where they would want to expand.

Comments in relation to the underfunding of the community sector and the disproportionate effect on racialised ethnic communities was summarised in an education hearing by the Chair of Aspiring Communities Together (ACT),

I think the biggest challenge is the resource base, and I'm sorry to say this but every organisation that I know runs with a deficit. Every organisation that I know that I'm working with in the black community is running with a deficit […] We feel as a community we've become like beggars looking for funding and this funding that's coming, it's not targeted, it's not strategic (Chair Aspiring Communities Together).

In sport the antiracism work of Sheffield Wednesday Football in the Community and Football Unites Racism Divides (FURD) has been severely curtailed by the systematic loss or reduction of funding over the years. FURD state that this has been exacerbated by the reduction of large foundation funding and related grants that previously underpinned their antiracist work.

So generally, the specialist funding streams that we would have been able to tap into in the past just don't exist as much (Co-CEO FURD).

This was further reiterated in health by the Clinical Commissioning Group (CCG),

there is strong feeling that BAME organisations have been under-resourced in Sheffield, or short-term funding hasn't helped develop to thrive. BAME organisations feel that anchor

organisations and VAS have extensive infrastructure costs and therefore when they collaborate, they receive very little funding to deliver work on the ground.

Community based charity Manor and Castle Development Trust's Chief Executive echoed concerns heard about how the short-term nature of funding left them in a vulnerable position which made it difficult for longer term planning to be achieved,

contract wise, my experience of the last 10 years we had to tender for contracts that have lasted six months. We have very rarely had a contract for more than two years. I think it is a real challenge for the sector. It means that you can't plan. It affects your workforce, it affects effective governance, it affects your financial stability. It is a massive challenge (Chief Executive, Manor and Castle Development Trust).

Similarly at the Pakistan Muslim Centre they are trying to do a lot with a little,

the money that has come in was probably about £50,000, but then it is top-sliced, you have taken money out before you give the little bit to the local community to actually deliver something, you are not building infrastructure, you are not supporting organisations to stand on their own feet. We are too busy running and delivering rather than sitting back and looking at how we can make our organisations better, how we can make ourselves stronger, how we can develop, making sure that we have water and heating and making sure our roof isn't leaking, it takes so much time and effort. We as board members are probably giving 30 hours a week of our own time

In the arts, claims of short-termism are also reflected. A Sheffield based author shared a view of local approaches to funding and sustainability,

Sheffield Council is committed to kind of short termism, which is the very antithesis to sustainability. Quick fixes are not fixes at all and we have to be careful in our rush to do a quick fix not to replicate the harm that we're trying to heal. Small money at big problems, tight deadlines, quick turnaround does nothing but perpetuate fear, the anxiety the loss and desperation for most black artists and black arts organisations (Sheffield Author).

Third sector funding concerns in Sheffield reflect a wider problem across the country according to Voice4Change England (2015). As in Sheffield, national trends include an over-reliance on shrinking statutory grants, shifting priorities of funders that derail community strategic thinking, an overly competitive funding environment, unequal economies of scale for bidding, while achieving an unsustainable high impact to funding ratio. Voice4Change also identify issues of funding pots not matching needs, and a need for funding that enables sustainable running costs, bridge building between funders and the voluntary, community and faith sector and improved capacity building infrastructure. Yet community groups remain in the strongest position to meet the needs of their local population. Their cultural and social capital should not be under-estimated. A long-term investment in community organisations is a long-term commitment to communities. Their potential reach and impact is high and where

realised can contribute to restore the cohesion, trust and confidence in Sheffield that we all hope for.

GOOD PRACTICE FUNDING AND PROCUREMENT

- The South Yorkshire Community Foundation has refined its application form which used to be in two parts. They have made it less complicated. They have reduced the need for repetition of information where organisations have previously bid for funding, by auto-filling data held on file. This approach stops people having to constantly feel psychological or time barriers in processes that seem onerous or convoluted. They are also considering taking a video application as an alternative format.

- The Speak Up grants offered by Healthwatch Sheffield are grants to community groups that have been recognised by them as good practice. They enable Healthwatch Sheffield to resource smaller, grass roots community groups to find out what issues are important to the people that they work with. Healthwatch Sheffield have made making Speak Up grants more accessible to a wider range of groups and over the last 3 years 29% of the grants have gone to groups that predominantly work with Black, Asian and minoritised ethnic communities.

- London Funders [attended a hearing] have ensured that their funding application processes are as accessible as possible, and that groups are provided with support to overcome barriers that exist. They funded partners to provide proactive outreach to groups to help break down barriers, in addition to online events to outline what the funders were looking for. This led to an increase in the number of applications, and in the success rate, for groups led by Black, Asian and minoritised ethnic communities.

- London Funders [attended a hearing] transparently report on the proportion of funding that is given to groups led by Black, Asian and minoritised ethnic people and communities. Every grant made by the London Community Response (the membership network for funders and investors of London's civil society) can be found on its website and have also published a report which breaks down an overview of the various funding waves and the proportion of funding received by Black and minority-led organisations. In summary, this shows these community-focused organisations received at least 33% of grants through the London Community Response.

- Page Hall Medical Centre staff have found a solution for funding translation services that are under-funded in areas where there is a higher density of need such as Page Hall. They have developed a simple method of data collection which accurately evidences the number of interpreted consultations which take place daily, and which could inform a 'enhanced service' whereby funds could be allocated on a practice-by-practice basis, much like several other income streams. This removes the pressure to fund interpreted consultations

locally, and could be applied across the country, in line with the Carr-Hill formula (Page Hall Medical Centre).

- City of Sanctuary work that welcomes resettled refugees as part of a government programme. Annually, the city supports between 120-150 refugees to settle in Sheffield and provides support through a range of services (housing, Refugee Council, health, education) to give them the best start in a new city and country.

VIII.   WORKFORCE DIVERSITY AND LEADERSHIP

An overwhelming theme that emerged in hearings and in evidence supplied to the commission was the consistent recognition of poor diversity in the leadership and governance of the city. For example, In the area of health and disability the CEO of Disability Sheffield outlined intersecting issues of ethnic under-representation in what was described as,

very, very white organisations, and disability rights movement has very much focused on rights of disabled people. And that has meant that we're not always as diverse looking [and] inclusive as we might be (CEO of Disability Sheffield).

The CEO of Healthwatch made a similar statement that they

are an all-white staff team and know the deficit that brings, we know that more diversity would improve the way we work with communities.

Many of the concerns related to race and racism in Sheffield revolve around the workforce, representation, experience, leadership and governance. The issues relating to this regarding the workforce pipeline (recruitment, selection, retention, promotion) are all areas of concern for Sheffield's organisations.

The workforce experience of racism and racial disparities was emphasised in workforce data presented in evidence showing higher levels of grievance and disciplinary cases for Black, Asian and Minoritised ethnic groups, and more cases of bullying and harassment. Influential organisations and strategic bodies in the city struggled to demonstrate structures representative of Sheffield's broader ethnic population. These disparities with the general population consequently lead to organisations becoming disconnected from their diverse community, under-serving sections of the population and lacking important cultural competences to develop local engagement, trust, and confidence. This is further exacerbated in the processes for membership of boards and strategic organisations (see section ix). There is a trend of executive boards being unrepresentative of the city population and therefore not being influenced by the breadth of experiences of those absent from influential spaces. The boards and advisory committees and large city-wide organisations also tend to be used as the source from which to select members of city region organisations. This is the same, for instance, in business and enterprise as it is for the arts.

Criticisms that emerged consistently in the narratives from the hearings and submitted evidence included the need for *leaders to begin holding up a mirror and challenging themselves by asking searching questions such as*, "what is my vocabulary when it comes to race?", "do I recruit in my likeness?" "do I perceive others as less than myself? […] "do our systems and decision-making enable or hinder people from diverse backgrounds participating?" "do our interactions, systems and processes consistently challenge ways of thinking and behaviour and the impact of words or actions?" (Chris Grant, Sport England). Even though the benefits of a diverse workforce were generally accepted as a just and productive necessity. The Hamilton Commission argued that the case for a more diverse and inclusive workplace is compelling. The Hamilton Commission stated that,

aside from the moral imperative to improve diversity, there is now substantial evidence that shows businesses that have more diverse teams are more competitive, profitable and innovative.

The Director for Public Health at Sheffield City Council is one example of a senior manager holding up a mirror to their organisation and recognising some of Chris Grant's questions in relation to institutional shortfalls,

yes, we do have a lack of diversity, particularly in our senior managers, and by senior managers we talk about anything above Band 8. Since we submitted the evidence, it's gone up slightly, it's gone up in the right direction but it's still below what reflects the wider population.

Sheffield City Council is not alone in recognising that its workforce is not wholly representative of the city. Other organisations will relate to similar concerns about ethnicity and seniority, promotion, reward, and retention. In some of the hearings the Commission heard about the disconnection between staff and clientele diversity which affected engagement. These conditions affect the police as much as they do leisure provision in the City Trust where customers do not see others who look like them. The lack of diversity in leadership across every major institution and system across the city is striking.

The voluntary sector has some of the same concerns regarding ethnic diversity and racism. As a result, some of its leaders openly acknowledge that they are directly implicated in the racial status quo, where they consistently have mainly white senior management teams and an under representation of Black, Asian and minoritised ethnic people on their boards of trustees. We received comments such as,

we acknowledge that we are complicit in structural racism, with an all-white senior management team and under representation of people of colour on our Board of Trustees. We are strongly committed to addressing this and have work to do to achieve this end (CEO Voluntary Action Sheffield). And, until recently not enough resource has been committed or action taken to ensure effective race representation within VCS leadership structures and therefore crucial voices and perspectives have not been heard or valued (CEO, ZEST).

Also, BAME people are significantly under-represented at senior leadership levels across public sector and VCF organisations (CEO Sheffield Futures).

Sheffield City Trust (SCT), responsible for a significant proportion of leisure provision in the city is aware that they do not have a user base representative of the city demographics. When they do engage with racialised ethnic groups about their attendance they tend to be told that they do not see people who 'look like them' in the facilities. SCT are also aware that part of the explanation for this is the ethnic mix of the workforce,

all our trustees and SLT members are white and the proportion of ethnic minority people in the total workforce is 11% compared with 16% in the city's population (Sheffield City Trust evidence submission).

In response to this the CEO of the Sheffield City Trust shared his dissatisfaction with these statistics by stating,

I think it is unsatisfactory that we have only white board members, and the senior leadership team, which is also all white as well and the representation in the wider management team is broader but not fully representative of the community (CEO Sheffield City Trust).

This was further illustrated by the CEO of Sheffield City Council who stated that,

the Council recognises that its workforce is not wholly representative of the city. The picture around senior officers (those earning over £50,000 p.a.) is more challenging, with just 7.4% of these roles being filled by people of colour: this demonstrates clearly that as an organisation we have issues to address including our approach to recruitment and selection, leadership development and positive action to help people from BAME backgrounds to progress.

Similarly, the South Yorkshire Police (SYP) illustrated in its evidence that its officers self-identifying as from an ethnic minority group [sic] have an abiding absence in the two most senior ranks, and there is further noteworthy under-representation in the first supervisory rank of sergeant. The SYP recognised that, i*ts workforce is not yet representative of the communities it serves*. While the Sheffield District Commander stated, our workforce simply isn't representative of our communities at present.

There are consistencies related to diversity in the area of crime and justice in Sheffield. The Sheffield Youth Justice Service discussed the tensions between the demographics of those it serves and the staff that serve them,

unfortunately, it doesn't bear any comparison, the workforce in the Youth Justice Service is nowhere near the representative groups that we have within the young people who access our service and the situation's getting worse if I'm being honest (Senior Officer, Sheffield Youth Justice Service).

Several organisations in Sheffield shared their disappointment at the lack of diversity in their ranks. Healthwatch, *recognise that Healthwatch Sheffield, its leadership, staff and volunteers is*

not diverse enough. Sheffield Teaching Hospital added to this consistent theme, *our workforce does not currently reflect the make-up of the Sheffield City population.*

More broadly, regarding Sheffield as a whole, South Yorkshire Housing Association went on to state in their evidence submission that,

the lack of diversity in leadership across every major institution and system across our City is striking. The most fundamental issue impacting on structural racism is that the major systems we all rely on e.g. education, health, housing are designed primarily by white people for white people without due consideration of the impact on non-white citizens.

The Cabinet Member for Education and Skills in Sheffield City Council is concerned about the diversity of the teaching workforce, especially in areas with high concentrations of BAME students,

when I became a cabinet member one of the first things I did was go out and visit schools and one of the most notable things that I saw were in some schools where 99% of the children were from BME backgrounds that the work wasn't the same sort of workforce would probably be 99% White. So, I think there's a real issue there in terms of what this means for young people in terms of role models that they see before them, but also, what does this mean for the quality and diversity of our workforce in Sheffield.

Leadership in teaching is an area of disappointment for parents submitting evidence from one school in the north east of this city. Their concern revolved around diversity and role model teachers that look like their children. One of the Mums stated that,

our schools are lacking REPRESENTATION OF OUR COMMUNITY. Our children do not see anyone that represent them in the school except for the cleaner, caretaker, dinner lady or teaching assistant (Mum's United 1). Mum's United 2 added, I feel our children do not have the role models they need to see. The school staff does not represent the children and the community.

In a different school a primary teacher from a more representative ethnic community seen as more desirable by the mothers (above), reinforced their point.

One of the things I've always said in teaching, if children see it they can be it, and I always look at when I was at school, I didn't see any black teachers, black teaching assistants, or anybody who presented in front of me […] I go in there and they say it's nice to have a black teacher miss isn't it, and I said yes, it's not just wishing our children on to be sports and musicians because that's what we are good at, we can aspire to a lot more."

These issues continue through the levels of education. The Principal of Sheffield College also noted that in further education *we have a disparity at leadership level and a disparity in our academic staff*. This is also reflected in higher education by a member of the University of Sheffield Executive, *first of all, the institution is not sufficiently diverse, simple as that!*

> …. the findings of this Home Truths report will contain uncomfortable home truths for many white leaders [charity sector] who do not understand how racism manifests in their own organisations and actions, or how policies and procedures seen as the 'norm' within the sector marginalise BAME people (ACEVO 2020).

The benefits of diversity in the workforce were considered in a confidential interview with an employee of Sheffield City Council who proposed a number of key points reflected across other hearings and evidence that,

> *unless there are empowered and knowledgeable ethnic minority colleagues at all levels in the organisation, with an understanding of structural racism, how it is enabled via power systems, this will continue. Unless the local authority is held to account on dismantling this systematically it will continue and until there is ethnic minority leadership in this city, which is empowered and has clout, this will continue across the city. In addition to recognising issues there is general agreement that key anchor institutions and employers both public and private need to demonstrate leadership in tackling racism and racial inequality* (ZEST).

This will involve moving beyond a simple recognition of the issues raised in this report to changes in policy and practice in organisational and city cultures. The challenge is often at the crux of positive change as outlined by the Association of Chief Executives of Voluntary Organisations (ACEVO) which outlined implications far beyond the charitable or voluntary sector.

ACEVO shared with the commission how their research reflects on the difficulty predominantly White leaders sometimes fear once they recognise poor representation but fear doing or saying the wrong thing. This fear seems to be underpinned by issues that emerged in commission proceedings in conversations about cultural competence, racial literacy, empathy, and lived experience. ACEVO stated that,

> *our research also shows that while charity leaders who are white see the problem of a lack of ethnic diversity in the sector, they are concerned about saying or doing the wrong thing on 'race'. This fear seems to be underpinned by a lack of understanding about and engagement with the realities of racism. For example, in our project, racism was discussed in the main by charity leaders and system-shapers in abstract terms, rather than as a set of arrangements that they can challenge and undo -* ACEVO Home Truths Evidence Report (Lingayah et al., 2020).

GOOD PRACTICE WORKFORCE DIVERSITY AND LEADERSHIP

- Roger Kline emphasised that recruitment processes rather than individuals should be the priority of antibias work. A debiasing of processes rather than focussing primarily on debiasing panels. Alongside the evidence that diversity training, including unconscious bias training, is of limited effectiveness in tackling biased decision making, is the evidence that reshaping processes underpinned by an understanding of how bias influences decision making can be more effective. It requires granular attention to the causes of bias and how to mitigate it.

- Sheffield Teaching Hospitals have launched a piece of work on diverse recruitment panels so ensuring that there is gender and ethnicity diversity on their panels. They have applied blinded shortlisting processes to increase the likelihood of employment.

- Roger Kline's overview of policy and research evidence outlined that beyond Sheffield, a few NHS organisations (e.g., Royal Free Hospital NHS Trust) have implemented an approach to recruitment processes that require for example, panel chairs, to explain why women or BAME candidates who were interviewed were not appointed and require them to set out an individual development plan for all such internal candidates. Roger advocated for a standards of "comply or explain" on recruitment, development, promotion, and turnover data. It requires a means of transparently collecting, analysing, and publishing data on recruitment, development opportunities, promotion, and turnover, analysed by protected characteristic. Where there are disparities, these are explained or reformed. Due to the Workforce Race Equality System in the NHS, there is robust data by gender and ethnicity, less so by disability. For each strand, analysis by departments and professions (and possibly site) will enable boards and senior managers to discuss why patterns of less favourable treatment appear to exist and suggest specific interventions with junior managers to implement them.

- The legacy SUMES project (Sheffield Unified Multicultural Education Service) was identified as a past example of good practice. It was viewed as a productive and effective way of welcoming teachers from Black, Asian and minoritised ethnic backgrounds into education. These teachers from the Sheffield community strengthened the diversity and cultural competence of schools while receiving training. Several qualified teachers have since progressed to senior leadership roles.

- Sheffield Children's Hospital's BME Network has established a safe space for staff to meet in the working day. Chairs of the network are given time to organise the network's activities. Feedback received welcomes the sense of voice and safety to discuss issues of race in the workplace.

- Business in the Community's 'Ban the Box' to remove the criminal record tick box endorses the Lammy Review's (2017) work that highlights how excluding applicants based on prior convictions disproportionately affects people from Black and minority ethnic (sic) communities. The proportion of youth prisoners identifying as BAME (sic) rose from 25% to 41% between 2006-16 (Business in the Community, 2020).

- 'Watershed' in Bristol is an example of good practice regarding an organisation (Culture and Media sector) that has made a clear statement about equality and antiracism while being transparent and accountable for its actions. Watershed adopt an intersectional approach to inclusion and have publicly stated it will hold itself to account six months from the declaration. Themes for these actions include staffing diversity, board membership, HR strategies, and departmental targets, shared principles, values and expectations for staff, residents and collaborators, and authentic, inclusive and diverse programming reflective of the city and its residents

IX.   BOARD MEMBERSHIP AND GOVERNANCE

Boards and decision-making bodies are not diverse enough and decision makers and leaders are largely white in Sheffield. Many boards like Sheffield's Children's Hospital, Sheffield College, Sheffield City Trust, Manor Castle Development Trust (for example) see it as a weakness that their governance structures have no or few Black, Asian and Minoritised ethnic representation. The CEO of VAS went on to state that,

> *one clear manifestation of racial inequality is in strategic leadership and governance [...]. Governing bodies, partnership boards, and other key groups and committees are often made up of all white members.*

The role of these strategic bodies is recognised as being very important in setting agendas, shaping services, making funding decisions and setting up opportunities.

> *In drawing on a narrow range of experiences and perceptions relative to the breadth of those who live in the city. They therefore often do not take in to account the needs of the Black, Asian and minoritised ethnic communities* (CEO Voluntary Action Sheffield).

Though it has been evidenced (above) that there is a dearth of ethnic representation in key influential organisations, the impact of this poor representation has a domino effect on representative strategic bodies that draw their members from them. Even on the level playing field of sport, leadership and governance, processes can historically lead to a lack of diversity where the participation base is narrow.

> *In sport leadership structures, historically, both non-exec and exec, have been driven by representative structures where people have participated, got involved in committees, maybe got involved in county structures and then involved in national structures. So, if the entry points in terms of participation show stark disparities, those will then be replicated or even exacerbated through the structures as people progress* (Chris Grant, Sport England).

As in this scenario from sport, many of the strategic bodies in Sheffield tend to draw on narrow networks to constitute their boards. For example, the Sheffield City Partnership, or the Cultural Consortium. The networks they draw their members from are not representative and so therefore, the boards that they constitute reflect this. Described by Lord Blunkett as *the inequality in the ecosystem*. ZEST's evidence also confirmed this, and argued that not enough action has been taken to ensure effective representation of black communities at a city strategic leadership, local area leadership and organisational leadership levels i.e., in positions of authority and influence. In the arts there are no Black chief executives so there is an ongoing problem with ethnic representation in the cultural consortium that draws its membership from chief executives in the city. The Head of the Cultural Consortium is aware of the tensions in the arts of the lack of Black, Asian and minoritised ethnic leadership in a majority White sector.

In the evidence submission by Sheffield City Partnership Board, chaired by Lord David Blunkett it outlines that it has its roots in the Local Strategic Partnership that was established under the New Labour government in the 2000s, with a focus on statutory, voluntary, and private sector partners working together to improve Sheffield for all. As a result, it is constructed from people in leadership positions in major Sheffield institutions, given a desire for those involved in discussions to be able to influence the direction of their organisations. A consequence of this is that there is limited ethnic diversity in those who attend Board meetings, reflecting the broader leadership of Sheffield as a city (our emphasis). It must be accepted that this is not desirable, both to ensure as far as possible that the concerns of the whole population are reflected in Board discussions, and to ensure the improved decision making that comes from diverse perspectives. Lord David Blunkett went on to state in the hearing that;

> *the Board is actively engaged in considering how it can address this, but ultimately the best way to do this is to ensure those in leadership positions reflect the diversity of Sheffield more accurately than is currently the case* (Lord David Blunkett Chair Sheffield City Partnership Board).

As ethnic diversity in leadership and governance is considered here its influence on how it affects how people see the city as a place where they can stay and succeed is emphasised in this dialogue in a closed hearing;

> (Chair) *So why couldn't we keep you in Sheffield... what was it about Sheffield that it couldn't hang on to you?*
>
> (Confidential) *I think the answers lie in the data and the history of Sheffield? I mean who have you got in Sheffield that's anywhere near senior in Sheffield Council, who has there ever been that's been anywhere near senior? I'm talking about senior, there hasn't been, has there?*

GOOD PRACTICE BOARD MEMBERSHIP AND GOVERNANCE

- Voluntary Action Sheffield and SADACCA have instigated a project entitled 25by25 to address low levels of representation of Sheffield's ethnically diverse communities on cross-sector leadership and governance boards. This is a project aiming to link communities and neighbourhoods to board rooms across Sheffield. It engages with the 'systemic lock-ins' which underpin structural racism and offers a proactive, proportionate response to low levels of BAME representation on private, public and third sector boards. Key outputs include raising awareness of structural racism, a network to advocate and deliver change, increase ethnic representation across all sectors to reflect Sheffield's diversity, facilitate a pipeline to leadership, support leadership and city boards, monitor, celebrate and publicise improvements.

- Chris Grant, Board Member of Sport England shared the targeted recruitment of under-represented BAME board members conducted by Sport England for national governing bodies in sport. Their work with a recruitment agency has led to an increase in excellent

board ready professionals for sport. There is now a pool of available professionals from multiple sectors with multiple skills available to join national, regional or community organisations.

- Sheffield Teaching Hospitals has adapted its board recruitment process to reduce bias and problematic back-channel informal conversations by, i) targeting and networking with under-represented individuals and groups ii) encouraging applications from them and their networks iii) changed the person specification to ask how the candidate described their lived experiences and how they would bring that to the Board, to enable conversations about the lived experience contribution.

X.   TRUST AND CONFIDENCE

Trust and confidence emerged as an overarching theme in relation to a wide range of interconnected matters and conditions. Some of the issues stemmed from the concerns already raised in this report, historical events, recurring problems, vexed questions, inconsistencies in practice, implementation gaps between policy and practice, personal and group experiences of racialised practices, engagement strategies and broader structural issues.

Through analysis of evidence received by the Commission there was no single event or person that led to trust or confidence waning or waxing but a series of unresolved concerns reflective of entrenched practices and weak relationships.

Local authority relationships with large organisations in the city and the VCS emerged as sites where trust and confidence were consistently strained. Examples cited included,

- Discriminatory attitudes and policies towards Black, Asian and minoritised ethnic advocates and leaders, often involving misinformation, marginalisation, obstacles and flawed competitive processes for resources.

- Symbolic racial disparities in the workforce, leadership, and governance.

- Lack of willingness to work in partnership with local people (consultation, distribution of funding).

- Consultations described as 'talking shop roundtables' that raise aspirations but do not deliver.

- Police stop and search experiences It is important to acknowledge that experiences such as these exacerbate feelings of racial discrimination and undermine police-community relations.

- It was expressed several times that there was a feeling of an in-built and institutionally negative view of Black-led organisations which does not breed trust.

Work to disavow individuals and groups of these viewpoint needs to be inspired by a plethora of acts and bridgebuilding.

Trust, or a lack of it, is the consistent theme in the Sport England research on tackling racism *Tell Your Story* that was shared with the Commission. It offered insight into the lived experience of over 300 ethnically diverse participants, workers, and elite performers. The report outlined that, participants expressed fatigue and exasperation that their stories are told in vain. Their experiences offer some explanation for the low levels of engagement in sport. The notion of 'lost talent' in sport can be applied in Sheffield where racism and racial inequalities form part of the lived experience of Sheffield residents. Despite the Commission's concerns about the relative lack of participation in Sheffield sport by Black, Asian and minoritised ethnic communities it was noted that Sheffield has a rich legacy of sporting achievements, in which Black and Asian sporting heroes feature prominently. However, in a sport hearing the Commission heard of the city's unwillingness to call on the expertise of its Black, Asian and minoritised ethnic sporting heroes to promote sports participation within Sheffield. This appears to be a missed opportunity. It could also be viewed as a reminder to the ignored ethnic communities that their best efforts and achievements do not commonly reap the same opportunities as their White peers.

Trust and confidence may be given and received, but they can also dissipate. For example, the Rt. Hon. Gill Furniss MP provided evidence that offered a commentary on levels of trust between the police and Black, Asian and minoritised ethnic communities. It was stated that,

for policing to be effective, it must hold the trust of the communities it serves. The over policing of BAME communities has led to a breakdown of trust and rebuilding this trust must be the highest priority for the police service, including ensuring that police officers are representative of the communities they serve.

The South Yorkshire Police District Commander reinforced this point later when reflecting on the lack of diversity in the police workforce by stating,

so…I think that the diversity of our workforce is really important, and I suppose I go back to what I said earlier, when the public see a service offered by people who look like them it is always likely to build trust and confidence in policing.

The feelings of over policing of Black, Asian and minority ethnic communities has led to a breakdown of trust and rebuilding this trust must be the highest priority for the police service. Most would agree that this project should ensure that police officers become more representative of the communities they serve.

The return of community policing in Sheffield has left some hopeful for the future and regretting the missed opportunities in the meantime. While some youth workers would argue that additional Black, Asian and minoritised ethnic police officers would struggle to shift the established culture of the force. Saeed Brasab, owner of Unity Gym, is clear that there is work to do by South Yorkshire Police to rebuild the trust that has been lost due to reduced

engagement. Low levels of trust with the police also emerged from the Pupil Referral Unit (PRU) where permanently excluded Sheffield pupils are placed from schools,

what I need my children to have is better relationships with the police, for the police I would have thought to try and build up those trusting relationships that aren't there (Head of the Pupil Referral Unit).

Moving on from trust, the Head of the PRU moves on to consider confidence in the police,

I've been to specific people within Sheffield, with South Yorkshire Police making lots of promises but I do not have any support from the police.

The SYP District Commander offered some insight into potential consequences of reduced trust in key organisations in the city when speaking of stop and search,

we haven't had many complaints in relation to stop and search, I think there have been nine in the last 18 months, all be it that might give me some comfort that we are exercising our powers proportionately and appropriately, it may be that people do not feel confident in the trust to come forward and to tell us if things have not gone appropriately.

The Deep End Research Cluster stated at the 2022 Research for All conference that trust between institutions and communities make up some of the historical and current problems in health. Cultural and social factors affect the level of trust, and more awareness of cultural background was needed. For instance, the Commission heard that,

Roma students expressed they did not trust their doctor because they did not listen to them, appointments were rushed, and they did not have enough time to make them understand the issues.

Staying with the health sector, the BAMER COVID Action Group were also doubtful about equity in funding processes. Here trust and confidence were low. A representative recounted that,

the local authority might not have the funding but they do support the other white organisations and yet the black organisations are not given the same preference in adversity.

Regarding diversity in influential structures, there is a lack of confidence in many quarters about the motivation to make organisations more representative of the local community. There is a distinct lack of confidence in key organisations, outlined here by SOAR,

I think there's a lot of kind of abdication of responsibility by a lot of organisations. I think it would be really interesting to know in the local authority what's the level of diversity that they have got, and the other large organisations in the city including the manufacturing businesses, including the universities, the health and social care trust (Partnership Manager, SOAR).

Confidential evidence from a community organisation representative revealed that the,

relationship with the council has been a huge challenge due to discriminatory attitudes and policies towards BAME advocates and leaders, often involving misinformation, marginalising, obstacles and flawed competitive processes for access to resources […] Council needs

to develop and implement a strategy to repair damaged relationships with BAME VCF organisations in the city. We should be respected and valued as partners in order to effectively tackle the inequalities we all wish to address (Confidential Evidence).

Respect and Trust is the best hope for understanding and treating illness. Trusted voices in trusted places (David Bussue, SACMHA Service Director, 2022 Research for All conference).

GOOD PRACTICE TRUST AND CONFIDENCE

- The South Yorkshire Housing Association outline how they implement an inclusive practice of co-design, people with lived experience must be involved from the inception and then through to delivery, and then through to evaluation. They are clear that systems and processes, without representation will fail.

- The Sheffield Roma Network has established training opportunities for key providers in the city to help facilitate improved communication and cultural competence. The Roma community often experience unconscious bias from statutory services. For example, being given information in the form of leaflets in the Slovak language – Slovak is a second language for the Roma community and will not be understood adequately if the information is complex or detailed. Additionally, literacy is very low in the Roma community. Therefore, it is important to understand the barriers faced by this community. Training to statutory services includes Roma language education to enable authority figures to engender trust.

CHAPTER 3
SPECIFIC THEMES

The following four specific issues are considered here to highlight strong themes emerging from evidence submitted and considered by the Commission that could not be considered in a more generic form. Three of the themes fall into the priority investigation areas for the Race Equality Commission 1) Crime and Justice, Police, 2) Education, and 3) Health. The fourth area is one that became a concerted area of focus in and had implications for Civic Life and Communities, Business and Employment, Health, Crime and Justice, and Education. This specific theme is 4) Housing.

Each of the four themes have a fundamental and long-term impact on everyone in Sheffield. Our children, education and families, health and wellbeing, protection and safety meet basic measures of quality of life needs while ensuring the foundation for happiness. If any one of these four specific themes, or needs are not met then, individuals, communities, the city becomes less happy and cohesive, and dysfunctional. Where race and ethnicity become the lens through which people see fragmentation qualitatively and/or statistically there will be a further loss of trust and confidence in civic organisations.

Opportunities to consult and co-produce solutions requires a system change in some quarters. The following four specific themes are indicative of some areas of concern in the city. However, they cannot be seen as exhaustive

1)   CRIME AND JUSTICE, POLICE

This section on crime and justice, and policing considers specific issues related to the inequities and treatment of young boys from particular ethnic groups in the justice system. Stop and search techniques are considered here, it is a related and specific consideration in this section.

The Sheffield Youth Justice Service (SYJS) identified a serious concern in the analysis of its caseloads by finding that children from particular ethnic groups were more likely than their White counterparts to be within the service. This disproportionality increased as the gravity of sentence increased. The SYJS shared the view that over-representation and racial inequality is present at every level of the criminal justice system. Significant inequalities also appear among the senior leaders of the criminal justice system. Youth workers reinforced the view that harsher sentences seem to be handed down to black boys, *even suggesting that it felt like the defence*

and the prosecution were working together against their client's best interests. Children from minoritised and racialised groups represented 50% of children receiving custodial sentences and 58% of children remanded in 2020/21 demonstrating that not only are children from minoritised and racialised groups more likely to enter the criminal justice system but they are also more likely to receive the highest tariff of sentence. A suggestion for additional support for Black boys entering the criminal justice system was a service that youth workers felt would ameliorate some of the greater excesses of the criminal justice system. As one youth worker stated, thank God I was there with some of these youts (young people), *thank God I was there. Because many of them do not have a clue what they are up against*.

Police stop and search tactics have been considered a serious issue affecting trust and confidence, especially among young people. It has been shown to potentially impact work and leisure activities in addition to reducing trust, affecting willingness to report incidents. This is at a time when police chiefs are not in agreement about whether the force is institutionally racist (Dodd, 2021), are debating declaring they are 'institutionally anti-racist', and apologising for the 'discrimination and bias' embedded in forces (Dodd, 2022). These declarations emerge from early recommendations in a new race plan to improve trust and confidence in the police in over-policed communities, especially those with a Caribbean background.

It was reported in the hearings that *young people of colour feel over policed* and that instances of racial profiling lead to a sense of feeling like constant suspects. Though, the cumulative impact of racism emerges in these stories, there were some representatives who were less convinced that racism was as institutionalised as suggested. One senior police representative was clear that there is racism in the city though issues in the force were more about individual behaviours that need to be rooted out,

I think one of the things I would want to say, I do not doubt that we have racism in this city we have some individual officers who may well have racist views and we've got to deal with that and unconscious racism.

This 'few bad apples' view, was contradicted by Sir Stephen House the Acting Commissioner of the Metropolitan Police, who feels it does not seem to explain the subcultures of racism and sexism that require more of an institutional approach to organisational culture (Syal, 2022). Where, Black youth workers reflected on their own regular police stops they relayed their worry for young people today who may find the circumstances more challenging and more likely to escalate. The link between these experiences, and how many people perceive the police, has a causal impact on community relations, trust, and confidence.

The conundrum regarding stop and search is that the Police and Crime Commissioner (PCC) for South Yorkshire views it as an important tool to combat crime. The PCC's task is to ensure that the police use this power in ways that are justifiable, proportionate and does not impact on communities in a way that alienates them or make policing more difficult. Analysis on stop and search presented to the commission by the PCC showed that those who were *Other than White* were searched 2.7 times more than those who self-defined as White. Within this,

disproportionality was highest for people who self-defined as Black, they were 3.7 times more likely to be searched in the period April 2020 to March 2021.

An additional dimension to stop and search is that it is concentrated in areas of high crime, with men between 17-35. The 17-35 age group has a higher percentage of men from Black, Asian and minoritised ethnic populations, while the areas of higher crime tend to be the less prosperous parts of the city, which have a greater Black, Asian and minoritised ethnic population than the city as a whole. A teacher shared what seemed to be profiling in action when reporting to the commission *how, black teenagers have been stopped and searched several times while being in the company of their white friends, whilst these friends have often been overlooked*. However, the District Commander does not see that there is clear evidence of bias or racial profiling occurring due to the correlation of particular populations in areas deemed as having a high crime rate. For example, Chapter 1 illustrates how Burngreave and Firth Park have more residents from Black, Asian and minoritised ethnic communities than other wards,

I wouldn't say at all that that may be based on racism or profiling (SYP District Commander).

The following racial disparity infographic from the HMI of Probation Thematic Inspection in Sheffield (2021) has been produced by the Youth Justice Board and highlights disparities between different ethnic groups of children to identify factors linked to over-representation.

From Annexe 4: Racial Disparity (HMI of Probation Thematic Inspection in Sheffield (2021))
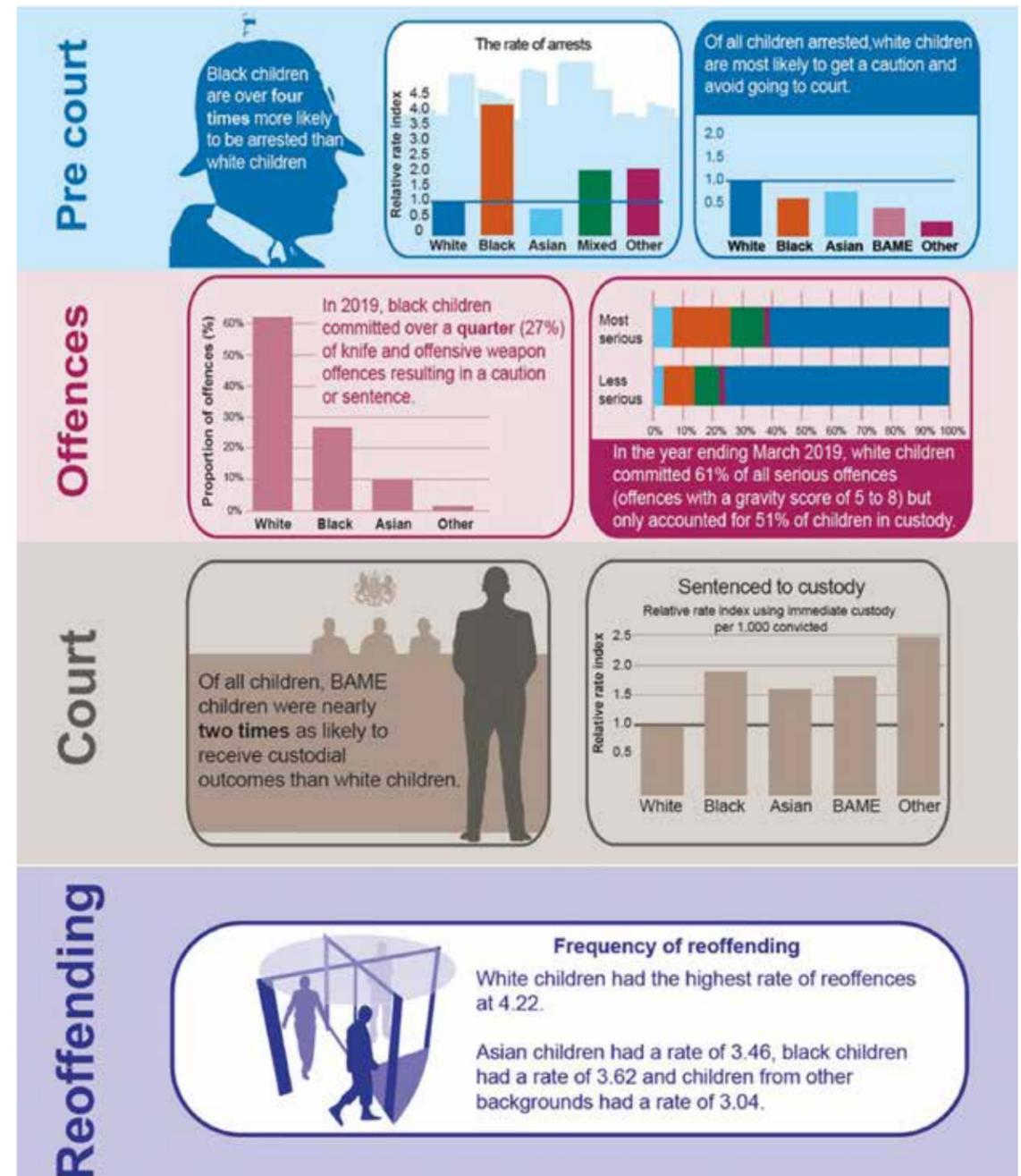
JOTC1.3 2020 (publishing services.gov.uk)

II) EDUCATION

In this section on education school exclusions come into focus as a worrying factor in the lives of over-represented young students. In 2021, the HMI Inspection of Sheffield and 8 other cities homed in on Sheffield regarding education (HMI Inspectorate of Probation, 2021: 40). The Inspectors stated that,

in Sheffield, we were told that 52 per cent of children in pupil referral units were from black and minority ethnic backgrounds, and of these only five per cent successfully reintegrated into mainstream education. There was a similar picture in Nottingham, where black and mixed heritage boys were twice as likely as their peers to be permanently excluded from school. All schools in the city are academies and the exclusions were linked to a small number of schools: 60 exclusions this year were from three individual schools. The council has an inclusion policy in place but there is no government policy that requires all schools to participate, which can prove challenging for local authorities.

Compulsory education in Sheffield is dominated by academy schools that are outside the jurisdiction of the local authority. This lack of oversight means that there is little obvious accountability, transparency, scrutiny and joined up thinking in terms of citywide policies regarding race equality, data collection and exclusions. In Sheffield primary schools, the maintained sector is approximately 30%, and in the secondary sector, there is only one school that is state maintained, the rest of the secondary schools in Sheffield are independent.

The most significant issue in schools beyond the poor diversity of teaching staff and their leaders is that of the disproportionate exclusion of racialised students and in particular, those with a Roma heritage, and Black boys. When discussing the balance of state maintained versus independent academies in Sheffield, the Cabinet Member for Education and Skills stated,

So, since coming into position, the key item that I've raised with officers, as I said earlier, is about exclusions.

The Head Teacher of the Sheffield Inclusion Centre or Sheffield Pupil Referral Unit (PRU) explained that there are disparities in terms of ethnicity and permanent exclusions that are the result of systemic practices in Sheffield. It was reported that in the academic year 2020/21 44% of those permanently excluded were from BAME (sic) families in a city where they make up 19% of the population. A number of those were excluded because of a racial insult or assault that became physical. Some students have been permanently excluded after a number of temporary exclusions so their journey to the PRU has involved lengthy periods outside of mainstream education. The Head of the Pupil Referral Unit encapsulated this in stating,

what I'm still amazed by is that the local authority should be looking after Sheffield's children whether it's looked-after children, whether its disadvantaged, all of our children, and when there is a permanent exclusion, in Sheffield, nobody really knows about it apart from me, and the lady in admin. The Cabinet Member for Education and Skills was similarly

concerned when stating that, the difficulty that we have is that a number of schools, quite high proportion, with one maintained secondary school, but the academies in Sheffield are a law unto themselves and they don't act, or they're not responsible/accountable to the local authority.

A number of representatives from compulsory education and others in civil society are aware of the disproportionate impact of exclusions on specific ethnic groups. The CEO of Learn Sheffield was particularly concerned about exclusions and in particular those with a Roma background. Though there is a national trend of higher exclusions for Roma children, in Sheffield 20% of students in the Sheffield Inclusion Centre are from a Roma community. In the recent past, the current head teacher had to decommission off-site segregated provision for excluded Roma students. In one year, fifteen Roma students were excluded from one school,

Pupils from a Roma background are a significant issue for the city and we need to understand the underlying reasons for these exclusions (CEO of Learn Sheffield).

Significantly, due to the lack of local authority oversight there is no central tracking system nor overall record of those excluded across the city. Hence the accountability for excluded school children requires systematic scrutiny and strategic oversight. Issues of accountability regarding equalities data and research is considered in section 5.

III) HEALTH

Health, racial inequalities and racism in Sheffield have been emphasised in the earlier consideration of COVID and lockdown. In Sheffield there are concerns with commissioning strategies for community health organisations (Ashiana), this is supported by the CCG who state that *money allocated to Sheffield for GP services doesn't reflect the needs of deprived communities, cementing health inequalities*, cultural competence and Eurocentrism in diagnoses, over-reliance on compulsory routes into services such as detention of Black men in mental health (SACMHA), health environment issues such as availability of Halal food in hospitals and food banks (Healthwatch Sheffield), availability of interpreter/translation services (Page Hall Medical Centre, and the Sheffield Roma Network).

At the Page Hall Medical Centre, they argue that racial disparities are maintained by excluding ethnicity or language considerations in poorly adjusted resourcing methodologies. Page Hall sits in the Deep End Cluster Research Network made up of eight other practices covering 63,865 patients with six significantly over-represented in terms of BAMER populations and all with an index of multiple deprivation (IMD) of > 40; which is the most deprived end of the most deprived decile of IMD in the UK. The cluster identified key challenges for inclusion health and inclusion research, that is people being part of the process in managing their own care and contributing to research that affects them directly and is therefore not Eurocentric. They identify the following as some of the key challenges: i) the lack of co-production of solutions with

practitioners and communities ii) continuing racism and the continuing experience of ill health and NHS care reported by patients iii) lack of a systematic and sufficiently resourced support to provide timely, culturally appropriate language support and healthcare trained interpreters iv) same resourcing for all negatively impacted areas with higher health and language needs, as with the practices in these clusters.

Speaking on behalf of the Deep End Cluster, at the Research for All conference in 2022, Kate Fryer emphasised that the cluster is about,

people taking care of their communities where statutory services were failing.

One practitioner in the cluster stated,

in physical care the secondary care service providers are not all trained in the importance of using professional interpreters, or in how to do so. I have lost count of the number of times I have received out-patient letters saying, "the consultation was difficult as there was no interpreter present" or "We used her friend as an interpreter". Or (slightly better) "The appointment will be rebooked as no interpreter was present"

This mismatch of resource and health need is widely described elsewhere (Marmot report, Glasgow Deep End research etc). Practitioners and a diverse group of patients are keen to participate in research. Participants in health research rarely reflect the needs of diverse populations and their psychological health preferences because representative groups are rarely asked or given the opportunity to participate in research. However, a lack of necessary additional resources to support inclusive research (especially health literacy and language needs) is a major barrier to participation in studies.

The Sheffield Health and Care Partnership is a health and social care partnership that brings together health and care providers and commissioners to focus on those issues across Sheffield that can only be addressed through working together, to bring about major changes in the way services are planned and delivered. Partners include Sheffield Children's Hospital, Sheffield City Council, NHS Sheffield Clinical Commissioning Group, Sheffield Health and Social Care NHS Foundation Trust, Primary Care Sheffield, Sheffield Teaching Hospitals and Voluntary Action Sheffield. A desktop review to determine the ongoing relevance of their strategy was undertaken in May 2020. One of the key findings from this desktop review was that there was no explicit action related to equality, diversity and inclusion within the workforce strategy. Given the disproportionate impact on BAME (sic) populations, it was recommended that they should identify, consider and explicitly state, whether the actions in the strategy were sufficient to address health inequalities in the population and in the workforce, and to prioritise actions for implementation.

Since 2020 it has been established that the local Black, Asian and minoritised ethnic voluntary and community sector has suffered more than most from austerity measures, which has meant cuts to their funding and caused a fracturing of relationships with local statutory agencies. An absence of collaborative working has further exacerbated issues of mistrust and has meant

One in three homeless households are from ethnic minority backgrounds compared to one in seven from the general population; 2% of White British households are overcrowded compared with 24% of Bangladeshi households; 18% of Pakistani households and 16% of Black African households; Ethnic minority households are more likely to live in older and fuel poor accommodation, and in flats and terraced homes in the most deprived neighbourhoods and worst living environments, including lack of access to green space (BMENational, 2021)

that significant work is required to re-build this; for the benefit of dealing effectively with the COVID-19 pandemic in addition to wider issues related to health inequalities. To counter some of these significant observations, two groups have been set up in the ACP i) to focus on EDI and the workforce ii) to focus on BAME public health. Neither is sufficient by themselves, and require what David Bussue, SACMHA Service Director stated at the 2022 Research for All conference, *trusted voices in trusted places*.

IV) HOUSING

Where people live is significant in terms of their access to facilities and services, perceptions of safety, and wellbeing. Housing and its availability affect school catchment possibilities, access to green spaces, and civic services like libraries and even access to refuse sites. The link between housing and wellbeing has been well established. Housing is significant in terms of access to clean air, which evidence from residents of Tinsley will attest. Some of the historical issues in Sheffield include the disproportionate number of Black, Asian and minoritised ethnic tenants in particular wards of the city. For example, the Burngreave and Shiregreen neighbourhood areas (50%) compared to the North and South East (6%) neighbourhoods.

The position of Tinsley, close to industrial areas and busy thorough fares has affected the quality of life of established Asian communities. The Imam Zafrullah Khan summarised the views of community members in saying,

I am aware that some people have come down to experience the nasty smell of recycled sewage experienced in this community, […]. In the early mornings whilst people are sleeping the smell of burning plastic coming from the factories can be felt […] In the early mornings smoke can be seen bellowing out of the factories around us. How safe is this? What impact it is having on our lives and the lives of our children (Imam Zafrullah Khan).

Tackling racial disparities in housing and neighbourhoods will need to involve consideration of the way this history and geography impact on social cohesion, the fairness of resource allocation across the city and the wider social outcomes across different neighbourhoods. These views echoed by South Yorkshire Housing Association are reinforced by the Joseph Rowntree Foundation (JRF, 2021) who are concerned about structural racism in housing. They add that

Black, Asian and minority ethnic people in the UK disproportionately lack access to secure, good quality and affordable homes. These disparities are driven by racial inequalities in the labour markets and by hostile immigration policies and are compounded by the design of the social security system.

In addition to concerns of belonging, safety, inclusion, and diversity there are clearly several variables that influence the concentration of populations in particular parts of the city.

There are some consistencies above with early Sheffield City Council research conducted by Gidley et al. (1999) exploring housing issues across ethnic populations in Sheffield. In examining the housing experiences of African Caribbean, Chinese and South Asian people in the city the report emphasised the benefits of having and acting on specific ethnic data to better understand the experiences of Sheffield's BME (sic) residents. It provided evidence that BME households continue to experience housing problems and need improvements in housing services. Transparency regarding equal opportunities policies and practice, provision to support those experiencing racial harassment, and labour strategies to improve diversity where there was poor ethnic representation, were some of the areas that required particular improvement. The study added that allocation policies and lettings eligibility criteria, and data on application refusals and acceptances were also of some concern, and remain a constant presence today according to *Inside Housing* (Turner, 2021). One of the approaches to a way forward in Sheffield's funded study, in addition to a bespoke BME housing strategy, was to support an enhanced role for BME organisations, further emphasising the need for meaningful and long-term consultation and co-production with under-represented and under-served populations in Sheffield.

According to the Joseph Rowntree Foundation, Black, Asian and minoritised ethnic communities are more likely to work in lower-paid jobs in sectors with less secure contracts and spend a higher proportion of their incomes on housing. Social security policies like the benefit cap have a disproportionate impact on Black, Asian and minoritised ethnic groups, leading to shortfalls in income needed to pay housing costs. Further, people with temporary migration status, a disproportionate number of them Black, Asian and minority ethnic, are barred from accessing social housing and the social security system, leaving them at greater risk of being swept into poverty and destitution (JRF, 2021: 2). Evidence received regarding Sheffield's Roma population emphasised many of these points. The Roma Network stated that,

we are often living in overcrowded conditions because rents are expensive and we have to share between families so that we can pay the bills. This means that we are living in too small houses where we cannot afford to have a room for socialising, as all rooms have to be for sleeping, and the small yards are not big enough for us to socialise there. Spending time outdoors at home also leads to complaints from neighbours, so we end up meeting up outside the shops. We know that this can appear frightening to people walking past big groups, but we have no choice.

The link with work and housing exploitation emerges as a serious concern,

we often work for agencies, casual work, and seasonal work. Here we are usually paid by the day. Agencies often take big fees away from our wages. When we tell new arrivals that this is illegal and about minimum wage, they usually say that they have no choice or that some money is better than no money. Nobody wants to speak out because they are afraid that they will not be able to get work anymore and because people are desperate for whatever they can

get. People don't understand that in the worst cases this is a type of modern slavery. They are just grateful to be earning.

The link with health follows, the Roma community have poorer health outcomes than the settled community due to poverty emerging from unreliable employment. Due to poverty,

the priority when buying food is on it being cheap and filling rather than nutritious. It is cheaper to buy poor quality junk food than fruits and vegetables, and cheap cuts of meat are often fatty. This is affecting our health.

Even access to food banks becomes problematic depending on proximity from affordable housing and access to transport.

HOUSING RESEARCH

There are some consistencies above with early Sheffield City Council research conducted by Gidley et al. (1999) exploring housing issues across ethnic populations in Sheffield. In examining the housing experiences of African Caribbean, Chinese and South Asian people in the city the report emphasised the benefits of having and acting on specific ethnic data to better understand the experiences of Sheffield's BME (sic) residents. It provided evidence that BME households continue to experience housing problems and need improvements in housing services. Transparency regarding equal opportunities policies and practice, provision to support those experiencing racial harassment, and labour strategies to improve diversity where there was poor ethnic representation, were some of the areas that required particular improvement. The study added that allocation policies and lettings eligibility criteria, and data on application refusals and acceptances were also of some concern, and remain a constant presence today according to Inside Housing (Turner, 2021). One of the approaches to a way forward in Sheffield's funded study, in addition to a bespoke BME (sic) housing strategy, was to support an enhanced role for BME organisations, further emphasising the need for meaningful and long-term consultation and co-production with under-represented and under-served populations in Sheffield.

Prior to this study, Somali Housing Needs in Sheffield (Hillaac, Community Operational Research Unit, 1995), took a community led approach to examining the experiences of recent refugees, determining their housing and support requirements including for mental health and employment. The report identified the conditions refugees would find themselves living in, the challenges of understanding and engaging with official systems and rules, the support offered by their community including, for instance, sofa surfing and its impact on their official 'homeless' status, levels of overcrowding, experiences of isolation and racism in areas they were housed, the impact of war and upheaval on mental health and wellbeing etc. Although the community is now well established, similar experiences and needs are likely to still be there for new migrants and refugees arriving in the city, and this was reflected in some of the

stories recounted in hearings. Ensuring there is a space for these often hidden voices to be heard, and making sure systems to support them are in place is essential.

The national picture of housing inequalities is reflected locally in Sheffield. The Council's housing service provides homes to around 45,000 tenants, and beyond this there is a mixed economy of social and private housing, both rented and owned. The 2011 census showed a stark level of race inequalities in housing with over 38% of Sheffield's Black, Asian and minority ethnic communities living in areas amongst the 10% most deprived wards in the country, 15% of BAME communities living in overcrowded housing compared to a city-wide average of 5%, and, a concentration in the poorest areas of the city such as Darnall and Burngreave (49% and 62% respectively) where 40% of households were reported to live in poverty. There is a greater level of Black, Asian and minority ethnic people in the private rented sector (33%) compared to social housing (29%), in contrast to the city-wide average of more people in social housing than private rentals, and particularly stark, this equates to 3 times the level of their white counterparts in the private rented sector.

The South Yorkshire Housing Association's work with Sheffield Hallam University reveals that despite these and other ethnic inequalities remaining prominent in housing, the reasons for them have become increasingly difficult to unpick. Contributing to this is the dearth of research on the matter in housing policy and practice, and an unfortunate shift in professional practice to focusing on supply and demand from an original more productive premise of needs rooted in an appreciation of the situations, experiences and preferences of resident and tenants. Whereas once there was a wealth of research within housing studies highlighting the experiences of different ethnic groups and exploring differential outcomes within the housing system, now there is a dearth of up-to-date studies.

HOUSING, RACISM AND HOUSING ASSOCIATIONS

Racism is recognised as an explicit issue in housing. Sheffield's Housing and Neighbourhood Services state that racism is something the housing sector is taking seriously noting that the trade publication 'Inside Housing' has launched a campaign to highlight the issues of racism in social housing. Sheffield's Housing and Neighbourhood Services currently own around 38,600 council homes. Yet this pattern was already recognised by Sheffield City Council in 2003, through its BME Housing Strategy, which included objectives and actions to tackle housing race inequalities in the city and the service's own workforce. It appears these were abandoned as little has changed since then, and there has been no apparent focus of Sheffield's own housing service on racism in recent years.

The recognition of racism in housing is not new, although the death of George Floyd and the BLM movement has undoubtedly provided renewed momentum to doing something about it. Long before the Inside Housing campaign, racism was recognised across the housing sector. A key report on racism in housing in the early 80s, launched a BME housing movement, which included the creation of over 100 BME Housing Associations up and down the country. They were supported by larger housing associations and local authorities in their setup, through resources, staff, expertise, and through the transfer of stock in the areas in which they were being established, where BME populations were more concentrated. Stock transfer from larger associations to BME associations still happens, usually to the benefit of both. It often allows mainstream organisations to divest of stock which they perceive to be more costly or less aligned to their aims for a variety of reasons, and enables BME associations to invest in properties at the heart of where communities are, and work to preserve and enhance the social fabric of those neighbourhoods. Arawak Walton HA in Manchester showcases many of the properties it has renovated through such arrangements, as have BME associations everywhere.

Within Sheffield, there is no real active BME (sic) housing association, which provides a focus to meeting the needs of Black, Asian and minority ethnic people, leads or drives forward agendas around race equality in the city. Although Arches Housing Association has been based in one of the most diverse areas of the city for over 30 years, and is a member of BME National, the body that represents all BME Housing Associations, it considers itself an 'outlier' in BME National and only around 30% of its tenants are BME (in contrast to 60% of the population of Burngreave, ref. 2011 census). Part of the reason Arches give for this is the difficulty of finding land to build in the local area, partly because of availability, but more often than not, because of planning decisions and competition with bigger developers and other projects – a common challenge for BME Housing Associations everywhere. Giving priority to building homes for BAME people, in areas where there are established communities, driven by a clear vision and purpose around addressing inequalities is lacking at a citywide level, but also within individual registered social landlords (RSLs – including Housing Associations). That clear vision is needed to be able to engage and influence key decision-makers – but without that the case may not be clear, and it is all too easy to overlook the needs of BME people.

Wherever BME Housing Associations have been properly established, they have proved themselves to be key anchor organisations, transformed neighbourhoods, addressed inequalities in more than just housing, and transformed the lives of Black, Asian and minoritised ethnic communities. They often work as 'place shapers' – a key identity that many small and medium housing associations have which expresses their impact on more than housing to transform areas and lives. Many such associations provide, for example, employment and financial support, services to enhance the wellbeing of tenants and residents, care services etc. In addition to housing, Unity Homes and Enterprise in Leeds runs 3 business centres in multicultural areas, providing premises and business support for over 80 businesses, proactively seeks potential BME entrepreneurs, and works in partnership to support and enable smaller BME projects and organisations. Consequently the area where Unity is based, Chapeltown, has transformed so that it is no longer classed as one of the most deprived areas in the city.

The hearings revealed a lack of deep understanding of housing need across communities and intersectionality, often with data being presented at the headline collective level only. Whilst data on housing need was lacking, so was an evaluation of current allocation and lettings systems in the city and how easy it is for people from a range of backgrounds to access housing. The Choice Based Lettings (CBL) system run by Sheffield City Council has been in place for around 20 year. Some BME Housing Associations, such as Arawak Walton in Manchester, have opted out of CBL, noting the system was discriminatory and favoured those who would know how to engage with the system more easily. We are not aware of any race equality assessments that have been completed of the CBL system in Sheffield, and did not receive any evidence of this. Whilst there is a tension between building homes in those parts of the city where communities are established, Black, Asian and minoritised ethnic people are no less likely to desire social mobility than the majority white population, and remaining locked into certain areas by barriers to accessing housing simply reinforces inequalities.

LEVELLING UP

Nationally, the housing sector is positioning itself to lead on the levelling up agenda, highlighting the impact of quality, safe and secure homes on health, wellbeing, and the ability to obtain employment, in addition to the difference that good neighbourhoods make. Locally much could be done to put housing at the centre of levelling up plans, with a particular focus on changing the neighbourhoods and lives of BAME people in our most deprived areas.

CHAPTER 4
CONCLUSION AND *RECOMMENDATIONS

The Race Equality Commission has concluded that race and racism remain significant throughout the life course of Sheffield citizens. Dependent upon ethnicity and background (employment, education, age, gender, geography etc…) there are specific considerations that require more than a 'one size-fits-all' approach to tackling racial inequalities and racism in Sheffield. What has been shared with the Commission spans education, policing, sport and culture, health, business and employment, civic life and more. The reproducible dynamics of racism and racial disparities across sectors and major institutions in the city compel the Commission to restate the urgency to instigate change and improvements in organisations, and its citizenry.

The aggregate emotional consequences of racism are tangible for individuals, though it is clear that race and racism are experienced in many ways by individuals, groups and organisations and these can be further contextualised by austerity, pandemic circumstances, and social movements that have specifically targeted the racism in society that this Commission has been tasked to examine in Sheffield.

The Commission has identified major areas to focus the work of the City of Sheffield in tackling these social issues. This cannot be a false dawn but one that raises and meets the expectations of Sheffielders where history evidences the wreckage of hollow promises past that test the trust and confidence of the local community in the present.

STARTING POINT

As a starting point for the city and its key stakeholders the Commission expects the following promises to be met by Sheffield City Council and its partners – both to set the standard for other anchor organisations across the city and also to lead by example – to ensure the necessary conditions for success in the implementation of the recommendations are sustainable:

I/We promise to:

• Endorse the Race Equality Commission's recommendations and agree to implement them as a priority.

- Join the Race Equality Legacy body by actively and financially contributing to its establishment and ongoing work effectiveness to check and challenge the key stakeholders' implementation of the Commission's recommendations.
- Meet the Commission's criteria for (and become) an antiracist organisation within 24 months of the publication of this report.
- Aim to meet the recommendations of this report in 36 months.

This report and its recommendations go beyond the necessary consideration of workforce pipeline issues where recruitment, retention, promotion, and organisational performance measures continue to be areas of concern. And even though most people are familiar with the language of diversity we share in this report, and the findings that focus these recommendations, there is a paucity in representative workforces, leadership and governance structures that underpin this call to action.

In these recommendations, the Commission draws on its knowledge of the evidence and testimonials from hearings. For example, where it is observed that there is the danger of fissures widening in the community where key stakeholder engagement strategies have been weak, ill-informed and ineffective, it is deemed here that collaboration and joint power sharing through consultation and co-production become areas for attention and improved practice. In addition, while there is the clamour in the city for more sustainable, inclusive and equitable community funding and procurement strategies we concur in the recommendations and propose the need for them to be the focus of substantive elements of joined-up solutions.

The Commission is greatly encouraged that a growing number of organisations across Sheffield are busy seizing the initiative and rolling out ambitious EDI transformation programmes to tackle racism and race inequality. However, a word of caution here, the Commission also heard from many witnesses who cited the available (or lack of) data as clear evidence that racial disparities can often emerge from well-intentioned but flawed processes (whether through design or implementation) that have then led to unintended outcomes.

It is therefore imperative that organisations:
- Find the right approach and solutions that are best suited to them, their people and the communities they serve,
- Ensure that the organisational environment is conducive to implementing change,
- Be prepared to redistribute resources to areas traditionally under-served,
- Proceed carefully, with sensitivity, care, and cultural competence,
- Adopt and maintain a transparent and inclusive approach to delivering solutions in consultation with key partners and communities, and
- Ensure their approach is continuously reviewed and refreshed to ensure it remains relevant and effective.

Regarding the organisational environment, transformation and change alone are no guarantee that an organisation has successfully rid itself of the ugly spectre of racism and racial disparities. For change to be fully effective and sustainable in any organisation, the Commission believes that management and leadership should view any transformation exercise through the lens of the organisation's culture (i.e., vision and values). Specifically, for leaders to ask themselves the question: *are our values still relevant and recognisable not just to us but also to our employees, customers and other key stakeholders; moreover, do we truly live our values (i.e., walk the walk, and talk the talk) or are they purely words on paper?*

The national race think tank, the Runnymede Trust would argue that good intentions are not enough. Systemic change requires more than individuals operating in meaningful silos. Many organisations would argue that they are 'not racist' though this is different to being 'antiracist'. An organisation that is simply 'not racist' is likely to do little to challenge the racial disparities and racism in its system. There is no place for race neutrality in this scenario. And, even among those organisations that identify as 'antiracist' there can remain a divergence in approaches to action and change that can be at one end glacial and at the other, stellar. At one end you have an organisation that is content to meet its statutory obligations (and comply with anti-discrimination legislation), leading to incremental change; and at the other end you have an organisation that is willing (and able) to make the necessary adjustments and establish sufficient conditions to be rated amongst its peers as 'best-in-class'.

Whilst there is no legal definition of what constitutes an 'anti-racist' organisation, the Commission would expect such an organisation – as an absolute minimum and cognisant of Sheffield's rapidly changing socio-demographic profile (see Chapter 1) – to possess the following qualities:

Culture: Zero tolerance policies (with severe sanctions for proven) harassment, bullying and discrimination,

Leadership: Line managers hold specific responsibilities (and incentivised) to ensure EDI is well managed in their areas,

Debiased Systems: Robust EDI controls and processes in place to ensure that ethnically diverse employees (and prospective applicants via the use of blind CVs and guaranteed interviews) are well supported in their career progression (inc. mentoring, training, 'deputy' opportunities, ethnicity pay gap reporting),

Empower Staff: Have 'safe spaces' available for employees to voice ideas, share suggestions and raise concerns informally with specific hubs (chaired by an appropriate race inclusion ally*) for different ethnic groups and other protected characteristics (e.g., LGBTQ+); and,

Governance: A strong diverse membership that includes a designated board Member in place with specific oversight for, and expertise on EDI and race,

Data Gathering and Reporting: Accurate data and metrics (segmented by grade / pay band / gender / department / location / specific ethnicities) regularly captured and reported to identify EDI performance (inc. benchmarking) and prioritised issues (as early indicators of racism and racial disparities);

Transparency and Accountability: Operates an EDI policy with specific intersectional 'joined-up' race content (with EDI performance regularly assessed and published, e.g., annual report and accounts) which sets robust standards of good practice that apply across the organisation end-to-end (inc. procurement, funding criteria, customers) and extends throughout the supply chain (with equivalent standards also binding upon any third party which does business for or on behalf of that organisation).

RECOMMENDATIONS

The recommendations from the Sheffield Race Equality Commission are a Call to Action emerging from the evidence gathered and analysed in the writing of this report. The recommendations are specific and actionable for use for SMART planning (Specific, Measurable, Achievable, Realistic, and Time-bound) requiring of each relevant organisation a long-term, sustainable action plan from which to ensure systemic progress and positive change in Sheffield.

Each recommendation can be tracked back to submitted evidence, reports and transcripts from Commission hearings. There are 7 Recommendations, covering 43 detailed Actions. Recommendation 1: Sheffield: An Antiracist City is fundamental to everything that follows. Recommendation 1 is framed by 5 detailed Actions that directly relate to Recommendations 2-7.

Sheffield: An Antiracist City, is overarching and reflects the broader thematic issues found in this Race Equality Commission report. This recommendation applies across the board and cannot be ignored or avoided regardless of sector or type of organisation. Recommendation 1: Sheffield: An Antiracist City underpins the principles, values and recommendations for all of the themes in the recommendation table. It should also be viewed as a minimum aspiration for the city. The full recommendations table begins on page 96. However, the overarching Recommendation 1: Sheffield: An Antiracist City is also outlined here:

Recommendation 1:

Sheffield: An Antiracist City - (Governance, Leadership & Workforce).

All subsequent recommendations must be read in conjunction with this Antiracist City recommendation.

ACTION 1

All the city's key anchor institutions, partners and third sector organisations to agree a single set of **transparent measurable targets** which they will report on annually to establish more representative ethnic diversity in the workforce with a focus at leadership levels. It will recognise multi-ethnic, intersectional differences. Specifically:

a. Sheffield anchor institutions to establish and publish a consistent set of ethnicity data including ethnic diversity of their workforces at all grades, recruitment, selection and promotion and ethnicity pay gaps. To be published as part of an annual diversity report for the city. This should include:
   i.   a narrative description,
   ii. 'reform or explain' disparities in organisations, and
   iii. the actions that will be undertaken to address disparities.

b. Establish an observatory model to collect and share complete and robust data on ethnicity and other intersecting characteristics across social, health, economic and environmental factors. To include strategic public sector bodies such as the Sheffield City Partnership, the South Yorkshire Mayoral Combined Authority, the Cultural Consortium, and third sector organisations.

c. For organisations to ensure they have capacity and capability to collate data, analyse coverage of service, offer uptake, and make quality improvements.

ACTION 2

Organisations need to invest in **educating and developing leaders and employees** to design-out racism from their organisation, services and practices.

a. Endorse antiracism in their organisations and ensure there is dedicated antiracism training for senior leadership teams to ensure a 'golden thread' of EDI work in all areas.

b. Race equality responsibilities to be conspicuous in duties and titles within senior leadership groups. Leadership key performance indicators identified as good practice.

c. To implement an appropriate race equality framework that moves beyond a generic equalities approach, to structure a specific approach to race.

d. Make transparent the use of robust Equality Impact Assessments that are less tick-box and more holistic in order to drive improved understanding of potential change impacts on ethnic groups:

   i. Incorporate independent reviews of completed Equality Impact Assessments, to ensure there has been proper consideration of race equality.

e. All city organisations should engage Equality Diversity Inclusion (EDI) specialists to improve race related practice. Organisations should:

   i. Assess systems for in-built bias and implement rapid interventions to debias those systems to ensure that change is mainstreamed. This may include a) holding recruitment panels to account for decisions to independent members b) chairs to explain outcomes to senior managers where under-represented candidates are unsuccessful, c) establish EDI KPIs for recruitment panels; independent expert evaluation of equity in the pipeline from recruitment to promotion.

   ii. Commission racial literacy training as a vehicle for enhancing cultural competence and take responsibility for how racism can be addressed in organisations. Deliver comprehensive and compulsory learning and development on EDI and racial literacy to all of the city's key anchor institutions, partners and third sector organisations.

   iii. To improve communication with Black, Asian and minoritised ethnic communities by minimising less popular use of terms and, instead, placing focus and emphasis on intersectionality, and specific group preferences and needs regarding ethnicity, language, and culture.

ACTION 3

Fully **empower and involve employees from under-represented ethnic communities** and people with protected characteristics in the organisational and strategic development of organisations in the city so that they have an equal role in shaping the city's future. This should include:

a. Engage staff and staff networks to ensure their ideas and concerns can be shared in-confidence and in public. Managers and senior leaders should encourage staff to participate.

b. Staff networks are established and adequately resourced where required to facilitate safe space discussions and escalation of issues.

c. Robust mechanisms to raise grievances or complaints in a safe and confident manner must be transparent and put in place which either replace or improve the flaws within grievance and whistleblowing procedures.

ACTION 4

Governing bodies and city partnerships should seek to increase the diversity of their boards to reflect the diversity of their client group and the city. They should:

a. Establish annual transparent measurable targets to establish more representative ethnic diversity.

b. Governing bodies and partnerships that lack diversity should work with diverse community organisations to find appropriate solutions to address the lack of diversity. This could include:

   i. establishing a pool of 'critical friends' from diverse ethnic communities to work in partnership with boards that lack diversity; or

   ii. Key organisations to establish a pipeline of experienced 'board ready' candidates available for consideration in city governance through better engagement, investing in developing talent, capacity building and recruitment. This may involve implementing the VAS/SADACCA 25 by 25 (25x25) initiative that targets a more representative increase in ethnic diversity of governing body leadership by 2025.

ACTION 5

Establish a **Legacy Delivery** group to monitor, review, and publish the progress of race equality in the City of Sheffield. This group must be long-term, sustainable and initially steered by the city's key anchor institutions, partners, third sector and community stakeholders. The group should be supported by key stakeholders to:

a. To establish a Multi-agency assembly and adequately resource it (politically and budget) to prioritise targets and actions to tackle racism and racial disparities in Sheffield.

b. Take focused action to build strong and effective relationships and partnerships with all key stakeholders to address issues of inequality and exclusion, including access to services and employment, across the city.

c. Key organisations and strategic bodies to establish regular learning opportunities to share information and good practice to enhance race related activities.

d. Key organisations to contribute to annual 2-day event to share and focus their commitment to the city's race equality and publish their annual progress report(s).

Recommendations 2 to 7 are outlined, below and in fuller detail on page 104-113:

Recommendation 2:   Educating Future Generations and Showing Leadership in our Educational Institutions

Recommendation 3:   Inclusive Healthy Communities: Wellbeing and Longevity for All

Recommendation 4:   One Sheffield in Community Life: Inclusion, cohesion and confidence

Recommendation 5:   Celebrating Sheffield Through Sport and Culture: Past, Present and Future

Recommendation 6:   Proportionality and Equity in Crime and Justice

Recommendation 7:   Sheffield Equal and Enterprising: Supporting Black, Asian and Minoritised Ethnic Business and Enterprise

Each organisation and strategic body in the city (irrespective of its size and whether a business, charity, private or public sector body, educational institution, social enterprise or sole trader) will find themselves at contrasting stages regarding each of the recommendations. The Commission believes that every organisation that operates in or from the city will find the Commission's recommendations to be highly relevant. Of course, the extent to which all or some of the recommendations will apply (and how these are prioritised and tailored) to a specific organisation will vary, and is very much dependent on the scale, nature and size of that organisation, its leadership and culture (inc. vision and values) and where it currently sits on its EDI journey.

Even where an organisation considers that it is well advanced in its EDI journey, the Commission would invite each and every organisation to carefully examine all of the recommendations and, where it is appropriate or beneficial to do so, seek to incorporate and embed them successfully so that EDI becomes simply *'business as usual'* and the *'way things are done'*.

In its inquiry approach to identify the key indicators of racism and racial disparities the Commission also took into account the years of austerity that the city had endured and the extent this had impacted all Sheffielders, particularly Black, Asian and minoritised ethnic communities. In shaping the recommendations the Commission sees their delivery as being:

- crucial for improving the lives of all Sheffielders – and being particularly beneficial for historically underserved ethnic communities in a strategic way that will also greatly assist the city to support the UK government in delivering its race equality agenda;

- integral to the city's socio-economic future (in terms of sustainable growth and attracting additional investment); and

- an important part of the city's journey to becoming a destination city with a vibrant and diverse culture with different places to go and things to do that extend well beyond what the city currently has to offer.

We believe the successful delivery of these recommendations will ensure there is a lasting and positive legacy from the Commission's work.

RACE EQUALITY COMMISSION RECOMMENDATIONS

Recommendation 1: Sheffield: An Antiracist City - (Governance, Leadership & Workforce) All subsequent recommendations must be read in conjunction with this Antiracist City recommendation.	Responsibility for Actions include, but are not restricted to, the following:
ACTION 1 All the city's key anchor institutions, partners and third sector organisations to agree a single set of **transparent measurable targets** which they will report on annually to establish more representative ethnic diversity in the workforce with a focus at leadership levels. It will recognise multi-ethnic, intersectional differences. Specifically: a. Sheffield anchor institutions to establish and publish a consistent set of ethnicity data including ethnic diversity of their workforces at all grades, recruitment, selection and promotion and ethnicity pay gaps. To be published as part of an annual diversity report for the city. This should include: i. a narrative description, ii. 'reform or explain' disparities in organisations, and iii. the actions that will be undertaken to address disparities. b. Establish an observatory model to collect and share complete and robust data on ethnicity and other intersecting characteristics across social, health, economic and environmental factors. To include strategic public sector bodies such as the Sheffield City Partnership, the South Yorkshire Mayoral Combined Authority, the Cultural Consortium, and third sector organisations. c. For organisations to ensure they have capacity and capability to collate data, analyse coverage of service, offer, uptake, and make quality improvements.	Sheffield Anchor Institutions [Sheffield City Council (SCC), Sheffield NHS, South Yorkshire & Bassetlaw Integrated Care System (SYBICS), South Yorkshire Police (SYP), University of Sheffield (UoS), Sheffield Hallam University (SHU), Voluntary Action Sheffield (VAS)]
ACTION 2 Organisations need to invest in **educating and developing leaders** and employees to design-out racism from their organisation, services and practices. a. Endorse antiracism in their organisations and ensure there is dedicated antiracism training for senior leadership teams to ensure a 'golden thread' of EDI work in all areas. b. Race equality responsibilities to be conspicuous in duties and titles within senior leadership groups. Leadership key performance indicators identified as good practice. c. To implement an appropriate race equality framework that moves beyond a generic equalities approach, to structure a specific approach to race. d. Make transparent the use of robust Equality Impact Assessments that are less tick-box and more holistic in order to drive improved understanding of potential change impacts on ethnic groups: i. Incorporate independent reviews of completed Equality Impact Assessments, to ensure there has been proper consideration of race equality. e. All city organisations should engage Equality Diversity Inclusion (EDI) specialists to improve race related practice. Organisations should: i. Assess systems for in-built bias and implement rapid interventions to debias those systems to ensure that change is mainstreamed. This may include a) holding recruitment panels to account for decisions to independent members b) chairs to explain outcomes to snr managers where under-represented candidates are unsuccessful, c) establish EDI KPIs for recruitment panels; independent expert evaluation of equity in the pipeline from recruitment to promotion. ii. Commission racial literacy training as a vehicle for enhancing cultural competence and take responsibility for how racism can be addressed in organisations. Deliver	Sheffield Anchor Institutions (SCC, Sheffield NHS, SYBICS, SYP, UoS, SHU)

ACTION 2 (CONTINUED)	
comprehensive and compulsory learning and development on EDI and racial literacy to all of the city's key anchor institutions, partners and third sector organisations. iii. To improve communication with Black, Asian and minoritised ethnic communities by minimising less popular use of terms and, instead, placing focus and emphasis on intersectionality, and specific group preferences and needs regarding ethnicity, language, and culture.	
ACTION 3 Fully **empower and involve employees from under-represented ethnic communities** and people with protected characteristics **in** the organisational and strategic development of organisations in the city so that they have an equal role in shaping the city's future. This should include: a. Engage staff and staff networks to ensure their ideas and concerns can be shared in-confidence and in public. Managers and senior leaders should encourage staff to participate. b. Staff networks are established and adequately resourced where required to facilitate safe space discussions and escalation of issues. c. Robust mechanisms to raise grievances or complaints in a safe and confident manner must be transparent and put in place which either replace or improve the flaws within grievance and whistleblowing procedures.	Sheffield anchor institutions (SCC, Sheffield NHS, SYBICS, SYP, UoS, SHU)
ACTION 4 **Governing bodies and city partnerships** should seek to increase the diversity of their boards to reflect the diversity of their client group and the city. They should: a. Establish annual transparent measurable targets to establish more representative ethnic diversity. b. Governing bodies and partnerships that lack diversity should work with diverse community organisations to find appropriate solutions to address the lack of diversity. This could include: i. establishing a pool of 'critical friends' from diverse ethnic communities to work in partnership with boards that lack diversity; or ii. Key organisations to establish a pipeline of experienced 'board ready' candidates available for consideration in city governance through better engagement, investing in developing talent, capacity building and recruitment. This may involve implementing the VAS/SADACCA 25 by 25 (25x25) initiative that targets a more representative increase in ethnic diversity of governing body leadership by 2025.	Sheffield Anchor Institutions (SCC, Sheffield NHS, SYBICS, SYP, UoS, SHU)
ACTION 5 Establish a **Legacy Delivery** group to monitor, review, and publish the progress of race equality in the City of Sheffield. This group must be long-term, sustainable and initially steered by the city's key anchor institutions, partners, third sector and community stakeholders. The group should be supported by key stakeholders to: a. Tp estalish a Multi-agency assembly nd adequately resource it (politically and budget) to prioritise targets and actions to tackle racism and racial disparities in Sheffield. b. Take focused action to build strong and effective relationships and partnerships with all key stakeholders to address issues of inequality and exclusion, including access to services and employment, across the city. c. Key organisations and strategic bodies to establish regular learning opportunities to share information and good practice to enhance race related activities. d. Key organisations to contribute to annual 2-day event to share and focus their commitment to the city's race equality and publish their annual progress report(s).	Sheffield Anchor Institutions working with Community Stakeholders (SCC, Sheffield NHS, SYBICS, SYP, UoS, SHU)

Recommendation 2: Educating Future Generations and Showing Leadership in our Educational Institutions) The recommendations for Education must be read in conjunction with the Antiracist City recommendations above. Education's contribution to Sheffield: the Antiracist City, requires a clear specific consideration and application of these recommendations to Educational contexts.	Responsibility for Actions include, but are not restricted to, the following:
ACTION 6 Demonstrate **a shared commitment** and drive improvement of **diversity in education workforces and governing boards:** a. All 6th forms, Colleges and Schools (maintained and academies) to collect race and ethnicity data of governing boards (or their equivalent for academies), senior leadership teams, teaching and support staff. b. CEOs and Heads in the primary and secondary partnerships must co-ordinate an action plan of how diversity (or lack of) will be addressed over the next 5 years at both teaching, leadership and governance levels.	Sheffield Schools and Colleges, Learn Sheffield
ACTION 7 School leaders must ensure their **workforce is representative and racially literate** and equipped to ensure they can educate future generations of Sheffielders to challenge racism: a. School leaders to consider how the curriculum reflects and embeds Black, Asian and minoritised ethnic histories.	Sheffield Schools and Colleges, Learn Sheffield
ACTION 8 Establish a **robust system to scrutinise city-wide data for exclusions** of all students to identify inequalities and failings in the system. School leaders, CEOs of Multi Academy Trusts and the Local Authority must liaise and agree a single system that: a. Reduces the number of students from over-represented ethnic backgrounds excluded from schools. b. Ethnicity of permanently excluded children is tracked and reported on as a standing agenda item at the Children and Families Committee and the School Forum to ensure that the numbers are reduced. c. Ensure that race and ethnicity are standing items on education panels such as the Secondary Inclusion Panel, Primary Inclusion Panel, Governors Exclusions Panel, and Fair Access Panel. Panels to be regularly reviewed for ethnic diversity and related training. d. Provides/increases appropriate alternative education interventions to best support students and their individual needs and talents. e. Develop an ambitious and effective end-to-end rehabilitation programme (where various agencies work collaboratively across social services, education and mental health) to ensure pupils are not disadvantaged and are either: i) quickly reintegrated back into mainstream education; or ii) remain within and benefit from a 'transformed PRU' (via rapid investment and support into Sheffield Inclusion Centre to enable it to become an educational centre of excellence inc sports / IT training facilities plus fast-track access to FE colleges and employer apprenticeships).	SCC Learn Sheffield Sheffield Schools and Colleges
ACTION 9 Ensure that the **early years data is available** showing individual needs of children by ethnicity (language delay, autism spectrum, and special educational needs and disability SEND).	SCC

ACTION 10 Sheffield Hallam University, as the lead for **teacher education in the city**, to work with schools' leaders and careers service to provide an action plan to address the following: a. Diversity of students enrolling on teaching related courses. b. The retention of Black, Asian and minoritised ethnic students on teaching courses. c. Where the numbers of home Black, Asian and minoritised ethnic students do not reflect the diversity of the student population meaningful action must be taken to improve their representation in teacher training.	UoS SHU
ACTION 11 Sheffield Hallam University and the University of Sheffield to publish a plan of action to address the challenges in **retention and success of students** from the most affected ethnic backgrounds. This should focus on: a. Retention of students. b. Achievement/Awarding gaps. c. Both universities should provide a rigorous check, calling in external independent support to address gaps which are above core city and national averages. d. Sheffield HE providers to i) Achieve and retain University of Sanctuary status ii) retain and expand financial and other forms of support (scholarships, information, pastoral care) for asylum seekers and refugees.	UoS SHU
ACTION 12 Higher education providers to work toward the **Advance HE Race Equality Charter**, to improve staff and student outcomes, and a. Use the report and support tool to improve reporting of race related concerns.	UoS SHU

Recommendation 3: Inclusive Healthy Communities: Wellbeing and Longevity for All The recommendations for Health must be read in conjunction with the Antiracist City recommendations above. Education's contribution to Sheffield: the Antiracist City, requires a clear specific consideration and application of these recommendations to Health contexts.	Responsibility for Actions include, but are not restricted to, the following:
ACTION 13 Public Health to plan and implement the 7 recommendations from the Public Health England (PHE) report Beyond the data **understanding the impact of COVID 19 on BAME populations (2020)** and the recommendations from the local Health Impact Assessment to aid recovery from the first and subsequent waves of COVID 19 and the disparities it highlighted. a. Use the PHE report (2020) to build on the Joint Health and Wellbeing strategy, and Health and Care Partnership recommendations.	SCC
ACTION 14 The SYB Integrated Care System Sheffield to work with key stakeholders to reconsider the **balance of health funding for prevention and treatment Services** for those under-served residents and community health organisations with greatest need. This will involve a serious consideration of the (disproportionate) investment of resources coupled with investment in community capacity and infrastructure building.	SYBICS Sheffield NHS
ACTION 15 The SYB Integrated Care System to work with medical practices in inner city areas to **target health funding** for the additional needs of interpretation and time demands for ESL patients and to make use of Roma interpreters in the health service. a. Develop robust systems for recording **communication needs for those without English as their primary language**. This will include a system for health professionals to ensure that interpreters are booked as a default consideration.	SYBICS Sheffield NHS
ACTION 16 NHS trust to improve ethnicity and intersecting characteristics data collection, analysis and reporting to continually improve outcomes for example on access, health condition prevalence, patient, and staff experiences; to include c**ommissioning and arms-length contracts**.	SYBICS Sheffield NHS SCC
ACTION 17 As the city revises its **infant mortality strategy**, race and ethnicity should be a critical component of this, including improving birth outcomes and culturally appropriate care. a) Sheffield Teaching Hospital Foundation Trust, Jessop Wing (Maternity Unit) – to improve staffing diversity, and systems to hear and act on voices raising concerns regarding outcomes for babies and families (as outlined in the 2022 Care Quality Commission report). b) Fully implement the NHS Long term Plan to address the disparities in outcomes in maternal mortality between black and white women at a local level in line with the national ambitions and safety requirements outline in the CQC report for all women. c) To build on the work of the recently appointed Cultural Safety Midwife at STH Jessop Wing to champion the needs and equity of maternity provision for Black, Asian and minoritised ethnic women across the maternity pathway.	Sheffield NHS

ACTION 18 Health care organisations and partnerships to **establish workshops on understanding the NHS and how to access its services**. Organisations and partnerships delivering healthcare and preventative services to **improve public and community understanding of how to access these services via a range of delivery initiatives**: a. Implement a bottom up, asset-based approach in community development to lead to long lasting change in communities. Embedding and investing in community health champions, in addition to preventative health and wellbeing awareness and resources. b. Healthwatch Sheffield and other similar organisations to undertake targeted work that reaches out to Black, Asian and minoritised ethnic communities to understand people's concerns, issues and health needs and work with health providers to address areas of concern (e.g. neo-natal, discrimination in care).	Sheffield NHS
ACTION 19 Continue to **accelerate delivery of the citywide Joint Health and Wellbeing Strateg**y with a more explicit focus on ethnicity and its intersections across the life course to increase healthy life expectancy and reducing health inequalities. Provide progress reports at appropriate city boards including the Health and Wellbeing Board, Sheffield City Partnership and the local cross party SCC Committee System on how the implementation of the strategy is being directed and what health outcomes are being achieved for Black, Asian and minoritised ethnic communities.	Health & Wellbeing Board SCC Sheffield NHS SYBICS SCPB
ACTION 20 Public Health to re-evaluate the efficacy of services supporting young people regarding race, identity, racism and mental health. Impacts on accessing health service to be reviewed.	SCC

Recommendation 4: One Sheffield in Community Life: Inclusion, cohesion and confidence The recommendations for Community Organisations must be read in conjunction with the Antiracist City recommendations above. Community organisations' contribution to Sheffield: the Antiracist City, requires a clear, specific consideration and application of these recommendations to Community contexts.	Responsibility for Actions include, but are not restricted to, the following:
ACTION 21 SCC and partner organisations to develop and implement a **strategy to build strong, positive relationships with Black, Asian and minoritised ethnic VCF organisations in Sheffield**. This relationship with the VCF should be a strategic partnership with shared ambitions, mutual trust and respect, not a transactional commissioning relationship.	SCC
ACTION 22 **Involve, listen to, and engage Sheffielders** from all sociodemographic backgrounds: a. To maximise citizen voice in policy making, service development and delivery. This means being innovative and going beyond traditional engagement channels to reach seldom heard citizens in ways and places that work for them. b. Policy and decision making needs to engage communities of interest and communities of geography to ensure that citizens have a voice on issues that matter to them. c. Co-design a clear engagement framework which sets out principles, standards and expectations for how organisations will engage communities. Drawing on good practice where available in the city. d. Actively seek, promote and include specialist community services in consultation, policy and strategy development and implementation projects. e. Conduct regular audits with communities and through adopting varied and tailored approaches, to test and validate consultation outcomes and related recommendations.	Sheffield NHS SYP
ACTION 23 **Review and monitor funding and distribution strategies**, and the impact of equitable funding allocations to ethnic populations. Funders should ensure: a. Reliable, long-term funding for major long-term community development and innovation. b. Design funding criteria that reflect the requirements of the communities they serve. Consultation and co-production are imperative to ensure partnership and ownership c. Ensuring funding application or procurement processes are as accessible and inclusive as possible, and that groups are provided with support to overcome barriers that may exist. d. Bid writing and fundraising support to be made available to community organisations.	SCC Sheffield NHS SYB ICS
ACTION 24 Work with existing BAME VCF organisations to **resolve historical tenure security issues**. 'In kind' community services to be fairly offset against debts. a. Consider 'In kind' community services to be fairly offset against debts.	SCC
ACTION 25 Establish a **city housing strategy** that considers the implications of a. Spatial divisions. i. To include a maintained data gathering and analysis mechanism on population patterns in the city. b. Green policies and wellbeing. c. Housing, tenure and neighbourhoods.	SCC
ACTION 26 To ensure **platforms for youth voice** such as the Youth Cabinet, Parliament, or other funded initiatives reflect the ethnic diversity of the city.	SCC

ACTION 27 All **political parties to address the diversity of their members**, positions acquired, and responsibilities given in the city. This includes clear monitoring and publication of equalities processes.	Sheffield District Political Parties

Recommendation 5: Celebrating Sheffield Through Sport and Culture: Past, Present and Future The recommendations for Sport and Culture must be read in conjunction with the Antiracist City recommendations above. Sport and Culture's contribution to Sheffield: the Antiracist City, requires a clear and specific consideration and application of these recommendations to Sport and Culture contexts.	Responsibility for Actions include, but are not restricted to, the following:
ACTION 28 Any cultural and sporting investment through funding in the city to facilitate authentic cultural representation of Sheffield's Black, Asian and minoritised ethnic communities.	Sheffield Anchor Institutions Third sector organisations, Arts, culture and leisure partnerships and organisations.
ACTION 29 Celebrate and engage the whole city by representing the city's culture and history, and recognising the role of Black, Asian and minoritised ethnic communities in Sheffield's culture and history. a. Establish an inclusive, diverse and collaborative network to co-ordinate the recognition and celebration of black history, culture and black communities in Sheffield. This should include building a yearly calendar of activity (rather than a single BHM focus), education and events and ensuring that the Sheffield's core cultural programmes recognise the role and contribution of diverse communities to our city. b. Working with key stakeholders (eg. Sheffield Cultural Consortium members) to devise and implement a strategic approach to ensure that Sheffield's history is both accurately told (e.g. use of QR codes on heritage street signs, placement of statues, educational curricula, choice & location of exhibits) and is also representative of Sheffield's rich diversity. c. Should also include a focus on the diversity of curation, programming, and audiences. d. Developing new, emerging, hybrid, innovative, forms of creative practice that challenge stereotype, permitted histories, and develop past traditions and conventions. e. Develop skilling up activities and programmes for under-represented ethnic artists, makers, creatives and producers, to encourage greater ambition, access to opportunities, develop networks, and grow the community.	Sheffield Anchor Institutions Voluntary Community and Faith sector, Arts, culture and leisure partnerships and organisations.

ACTION 30
Football as a vehicle for racial equality and antiracism
a. Sheffield and Hallam FA to consider **how racial literacy and EDI training is provided to football staff and officials** (including referees) to reduce the numbers of racist incidents in grassroot football.
b. Sheffield United and Sheffield Wednesday to explore **improved partnership working with Football Unites Racism Divides**. This to include funding support and resource sharing.
c. Sheffield FA to provide public information on the number of racially aggravated incidents recorded and examine how these will be targeted annually.
  i. To include measures to monitor and tackle social media racism and Islamophobia.
  ii. To review support mechanisms for victims of racism.
	Sheffield and Hallam Football Association
	Sheffield Utd FC
	Sheffield Wed FC

Recommendation 6: Proportionality and Equity in Crime and Justice	Responsibility for Actions include, but are not restricted to, the following:
The recommendations for Crime and Justice must be read in conjunction with the Antiracist City recommendations above. The Crime and Justice sector contribution to Sheffield: the Antiracist City, requires a clear specific consideration and application of these recommendations to Crime and Justice contexts.	
ACTION 31 South Yorkshire Police and Crime Commissioner to commission an independent review of stop and search effectiveness in regard to race and ethnicity. To publish the outcomes and supporting recommendations for public consultation.	SYPCC SYP
ACTION 32 Sheffield City Council and the Police and Crime Commissioner to collaborate (in partnership with schools) on proposed measures to **review the extent of school to 'prison pipeline' concerns**. a. To also examine the appropriate role and presence of police in primary and secondary schools. b. To explore effective partnership working with the Sheffield Inclusion Centre.	SYPCC SYP Schools
ACTION 33 Youth Justice Service (YJS) and council to **address disproportionality of Black, Asian and minoritised ethnic people in the Criminal Justice Syste**m (CJS). More specifically: a. Analysis to inform YJS practice and the nature of the challenge to other agencies. b. Move from aspiration of fairness to an anti-racism stance. c. Increase challenge of other agencies and invite challenge from all Board Members without defensiveness. d. Identify key partner service (police, CPS) to discuss concerns.	Justice Service (SYJS), SCC SYP
ACTION 34 Consider the implications and measures of **knife crime strategie**s, how communities are engaged in developing preventative measures and exploring how entities like the Violence Reduction Unit, South Yorkshire Police and the Police and Crime Commissioner funding impacts on reducing incidents and raise awareness.	Violence Reduction Unit (VRU), SYP, SYPCC SCC
ACTION 35 Consider Business in the Community's **'Ban the Box'** initiative (criminal record tick box) to reduce the disproportionate impact on job opportunities of BAME (sic) people who are 3 times more likely to be arrested than white people on job opportunities; and to reduce a young person's chances of re-offending from 59% to 29%.	Sheffield Anchor Institutions, Third Sector organisations

Key for Acronyms in the Recommendations Table

Acronym	Organisation
Sheffield Anchor Institutions	Sheffield City Council (SCC), Sheffield NHS, South Yorkshire & Bassetlaw Integrated Care System (SYBICS), South Yorkshire Police (SYP), University of Sheffield (UoS), Sheffield Hallam University (SHU)
Sheffield NHS	Sheffield Teaching Hospital, Childrens Hospital, Sheffield Health and Social Care, Primary Care i.e. GPs (Primary Care Sheffield) with the overview through the Sheffield arrangements of the South Yorkshire and Bassetlaw Integrated Care System
SCC	Sheffield City Council
SYP	South Yorkshire Police

Recommendation 7: Sheffield Equal and Enterprising: Supporting Black Asian and minoritised ethnic Business and Enterprise	Responsibility for Actions include, but are not restricted to, the following:
The recommendations for Business and Enterprise must be read in conjunction with the Antiracist City recommendations above. Business and Enterprise contributions to Sheffield: the Antiracist City, requires a clear specific consideration and application of these recommendations to Business and Enterprise contexts.	
ACTION 36 Business development/support organisations to be made more accessible and available locally for Black, Asian and minoritized ethnic businessess.	Sheffield Chamber of Commerce (SCCI) SCC South Yorkshire Mayoral Combined Authority (SYMCA)
ACTION 37 Banks, funding agencies and anchor organisations in Sheffield to improve access to finance for Black, Asian and minoritised ethnic businesses. a. To explore ring-fenced funding for Black, Asian and minoritised ethnic enterprises linked to start up and scale up targets. b. Require transparent monitoring and reporting on investment, loans and grants. c. Implement aspirational targets to engage Black, Asian and minoritised ethnic businesses into the public sector supply chain.	Sheffield Anchor Institutions SYMCA
ACTION 38 Sheffield businesses to consider signing up to the Business in the Community Race at Work Charter and the Race Equality Code (or equivalent - this should also include board commitment to extend gender pay gap reporting to also include ethnicity pay gap reporting by 2025).	SYMCA SCCI
ACTION 39 Sheffield Chamber of Commerce and partners to improve its membership, engagement and support for Black owned businesses. To include, a. Improving their understanding of multi-ethnic businesses and business models. b. Levelling up the disproportionate impact of COVID 19 on Black, Asian and minoritised ethnic businesses. c. With SCC and partners to consider the implications of the 'Levelling Up' strategy for Black, Asian and minoritized businesses.	SCCI

Key for Acronyms in the Recommendations Table

Acronym	Organisation
SYBICS	South Yorkshire and Bassetlaw Care System
SYPCC	South Yorkshire Police and Crime Commissioner
UoS	University of Sheffield
SHU	Sheffield Hallam University (SHU)]
SCCI	Sheffield Chamber of Commerce
SYMCA	South Yorkshire Mayoral Combined Authority
VRU	Violence Reduction Unit
VAS	Voluntary Action Sheffield

ANNEXES

A. Terms of reference
B. Call for Evidence
C. Hearings and Attendance
D. Evidence Received
E. Glossary
F. Legacy Body Outline
G. References

ANNEX A

TERMS OF REFERENCE

The Commission is established by Sheffield City Council to make a non-partisan strategic assessment of the nature, extent, causes and impact of race inequality in the city and to make recommendations for tackling them.

The Commission is composed of invited individuals from Sheffield with knowledge and expertise to bring to bear on this major social and economic issue. The Commission is led by an Independent Chair. Commissioners are expected to contribute expertise rather than represent specific interests, in the spirit of making a collective contribution towards helping Sheffield to be as fair and prosperous as possible, a city in which all residents feel included.

The Commission will operate similar to a Parliamentary Select Committee, mounting a focussed inquiry using a series of hearings, taking evidence and producing a final report. [The Commission mainly heard evidence in public, and in particular cases held closed sessions for confidentiality/anonymity purposes].

Its terms of reference are as follows:

7. To consider the nature, extent and impact of racism and racial disparities on the City of Sheffield.

8. To invite written evidence from a wide range of interested parties across the city and beyond it, to stimulate and listen to a debate amongst the people of Sheffield, and to take oral evidence from a cross-section of those with expertise on this matter.

9. To consider evidence on what has worked with regard to reducing racism and race inequalities within the city and elsewhere.

10. To make interim recommendations and to prepare a full report for publication on completion. The final report will detail the nature, extent, causes and impact of racism and race inequalities and make recommendations to the Council and other key bodies about what short and long-term measures are required to reduce those inequalities. The priority here should be to identify those actions that can be taken by the city itself and those which require external intervention or a combination of both.

11. In view of the wide scope of this inquiry the Commission will prioritise a number of issues for its consideration, namely:

    • Education
    • Business/Employment
    • Health
    • Civic Life and Communities
    • Crime and Justice
    • Sport and Culture

The specific questions to be examined under each theme is to be directed by the Commission under the guidance of the Chair.

12. To establish a working group to follow up on the recommendations.

One year after the publication of the Commission's report the City Council, together with the working group constituted of its key partners and stakeholders, will undertake a review of progress made through its objectives and then subsequently on an annual basis. **Actions must drive systemic change** at a local level to create a more inclusive city where racism and racial disparities are acknowledged and addressed.

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

ANNEX B
CALL FOR EVIDENCE

The Sheffield Race Equality Commission is being established by Sheffield City Council to make a non-partisan strategic assessment of the nature, extent, causes and impact of racism and racial inequality in the City and to make recommendations for tackling them. In view of the potential wide scope of this inquiry it is envisaged that the Commission will prioritise a number of issues for its consideration, namely:

- **Education:** Student attainment, progression retention / Early Years to University / Exclusions/ Teaching workforce/ Curriculum
- **Business and Employment:** Pay-gap /Progression and leadership diversity/ Business support
- **Health:** Health Inequalities- how does the CCG and Public Health work address the issues)
- **Civic/Communities:** Representation / VCF parity
- **Crime and Justice** BAME experiences vs statistics and work undertaken
- **Sport and Culture**

The Commission will operate in a similar way to that of a Parliamentary Select Committee, mounting a short, focussed inquiry, taking evidence and producing a final report by September 2021. The Commission is inviting evidence in relation to:

1. Racial inequality in Sheffield that you hold and which may be of use to the Commission.
2. Your organisation's, or your analysis of the cause or causes of racism and/or racial inequality within Sheffield.
3. Examples of good practice in relation to reducing racism and/or racial inequality (from within the city, elsewhere in the UK, or overseas).
4. What you or your organisation believe would be the best way to tackle racism and/or racial inequality in the city.

Your submission should be emailed to: **raceequalitycommission@sheffield.gov.uk**

Please limit your submission to a maximum of 2500 words. For further information on writing your submission, please go to **www.sheffield.gov.uk/raceequalitycommission**

The Commission will invite a number of individuals and organisations to give oral evidence. If you are willing to provide oral evidence please indicate this in your covering letter or email.

Unfortunately it will not be possible for the Commission to hear oral evidence from everyone who is willing to provide it.

If you wish to submit evidence that you believe is sensitive and needs to remain confidential please see the guidance here **www.sheffield.gov.uk/raceequalitycommission**

You should be aware that evidence submitted to the Race Equality Commission could be subject to a Freedom of Information request. The reasons for exemptions from responses to Freedom of Information requests can be found here:
https://ico.org.uk/for-organisations/guide-to-freedom-of-information/refusing-a-request/

For more information about the work of the Commission please contact:

Bashir Khan in the Race Equality Commission Secretariat:

Email: **raceequalitycommission@sheffield.gov.uk**

Post: **Race Equality Commission, Policy, Partnerships & Research Sheffield City Council, Town Hall, Sheffield, S1 2HH**

Internet: **www.sheffield.gov.uk/raceequalitycommission**

ANNEX C
HEARING ATTENDEES[1]

Organisation	Hearing Attended	Name	Job Role
Pakistani Muslim Centre	Civic Life and Communities 1	Shahid Ali	Board/Committee Member
Sheffield City Council	Business and Employment 2	Yvonne Asquith	Business Growth Manager
ASSIST	Civic Life and Communities 1	Craig Barnett	Local Resident
Resident	Crime and Justice 1	Simon Barth	Consultant
Sheffield Theatres	Sport and Culture 2	Dan Bates	Chief Executive
Page Hall Medical Centre - NHS	Health 1	Dr Kate Bellingham	GP Partner
Resident	Education 1	Sharon Bell-Williamson	Teacher
Learn Sheffield	Education 2	Stephen Betts	Chief Executive
South Yorkshire Police and Crime Commissioner	Crime and Justice 2	Dr Alan Billings	Police Crime Commissioner
Sheffield City Partnership Board	Business and Employment 2	Lord David Blunkett MP	Chair
Sheffield Wednesday Football Club Community Foundation	Sport and Culture 1	Marcus Brameld	Head of Community
Unity Gym	Crime and Justice 1	Saeed Brasab	Director
South Yorkshire Police	Crime and Justice 2	Laura Brown	Talent Acquisition Business Partner
Sheffield City Council	Business and Employment 2	Diana Buckley	Head of Strategy and Commissioning for Economic Development
SACMHA Health & Social Care	Health 2	David Bussue	SACHMA Service Director
South Yorkshire Police and Crime Commissioner	Crime and Justice 2	Michelle Buttery	PPC Chief Executive & Solicitor, OPCC
Resident	Business and Employment 1	David Campbell	Managing Director of Gems Hygiene Supplies
South Yorkshire Police and Crime Commissioner	Crime and Justice 2	Marie Carroll	Partnerships and Commissioning Manager, OPCC
South Yorkshire Housing Association	Civic Life and Communities 2	Nisa Chisipochinyi	Good Work Health and Wellbeing specialist
South Yorkshire Housing Association	Civic Life and Communities 2	Ian Cole	Chair

Organisation	Hearing Attended	Name	Job Role
South Yorkshire Community Foundation	Civic Life and Communities 2	Hazel Conduit	Acting Head of Grants
Sheffield Hallam University	Education 2	Simon Cooper	Senior HR Business Partner
SADACCA	Civic Life and Communities 1	Rob Cotterill	Director
HealthWatch Sheffield	Health 2	Lucy Davies	Chief Officer
ZEST	Business and Employment 1	Matt Dean	Chief Executive
Voluntary Action Sheffield	Civic Life and Communities 1	Maddy Desforges	Former Chief Executive
Arches Housing	Civic Life and Communities 2	Kay Dickinson	Chair
SOAR	Civic Life and Communities 2	Ian Drayton	Partnership Manager
Clinical Commissioning Group	Health 2	Lucy Ettridge	Deputy Director of Comms, Equalities and Engagement
Sheffield Theatres	Sport and Culture 2	Surriya Falconer	Vice Chair of Sheffield Theatre Trust
Sheffield City Council	Health 2	Greg Fell	Director of Public Health
University of Sheffield	Education 2	Prof. Susan Fitzmaurice	Vice President and Head of Arts & Humanities
Sheffield College	Education 1	Angela Foulkes	CEO & Principal
South Yorkshire Community Foundation	Civic Life and Communities 2	Peter Foyle	Joint Head of SYFAB
Crown Prosecution Service	Crime and Justice 2	Gale Gilchrist	Deputy Chief Crown Prosecutor
Sport England	Sport and Culture 1	Chris Grant OBE	Chair, Talent Inclusion Advisory group
Resident	Civic Life and Communities 1	Clara Green	Sheffield resident
Meadowhead School	Education 1	Kam Grewal-Joy	Head Teacher
South Yorkshire Housing Association	Civic Life and Communities 2	Juliann Hall	Director of Care & Wellbeing
Department for Work and Pensions	Business and Employment 1	Karen Hall	District Operations Manager
Sheffield Musuems and Galleries Trust	Sport and Culture 2	Kirstie Hamilton	Director of Programmes
Sheffield Chamber of Commerce	Business and Employment 2	Louisa Harrison-Walker	Interim Executive Director
Sheffield Theatres	Sport and Culture 2	Robert Hastie	Artistic Director
South Yorkshire Police	Crime and Justice 2	Shelley Hemsley	T/Chief Superintendent
Arches Housing	Civic Life and Communities 2	John Hudson	Director of Operations
Sheffield City Council	Business and Employment 2	Edward Highfield	Director of City Growth

[1] Does not include 1) Closed Sessions 2) Confidential Meetings with the Chair of the Commission

Organisation	Hearing Attended	Name	Job Role
Football Unites, Racisms Divides (FURD)	Sport and Culture 1	Simon Hyacinth	Co-CEO and U Mix Centre Manager
Sheffield Hallam University	Education 2	Sally Jackson	Chief People Officer
Sheffield Health and Social Care (SHSC0	Health 2	Liz Johnson	Head of Equality & Inclusion
Sheffield City Council	Education 2	Andrew Jones	Director of Education & Skills
Sheffield City Council	Crime and Justice 2	Graham Jones	Director of Education & Skills
Sheffield City Council	Business and Employment 1	Kate Joseph	Chief Executive
Citizens Advice Sheffield	Civic Life and Communities 2	Rashdah Kauser	Immigration Specialist
B=Business in the Community	Business and Employment 2	Sandra Kerr OBE	Race Equality Director
Disability Sheffield	Health 2	Alice Kirby	Advocacy Worker
Middlesex University	Education 1	Roger Kline OBE	Research Fellow
Sheffield Theatres	Sport and Culture 2	Anthony Lau	Associate Artistic Director
Resident	Business and Employment 1	Mike Lawrence	Businessman
Resident	Business and Employment 1	Carmon Lawrance	Retired
Citizens Advice Sheffield	Civic Life and Communities 2	Clare Lodder	Chief Executive
Sheffield City Council	Sport and Culture 2	Rebecca Maddox	Head of Business Development
Sheffield Teaching Hospitals	Health 2	Kirsten Major	Chief Executive
Disability Sheffield	Health 2	Zanib Malik	Trustee and Volunteer
South Yorkshire Police	Crime and Justice 2	John Mallows	Sheffield Safer Neighbourhoods Services Inspector
Sheffield City of Sanctuary	Civic Life and Communities 1	Thomas Martin	Director
Unity Gym	Crime and Justice 1	William Mason	Committee Member
Manor & Castle Development	Civic Life and Communities 2	Debbie Matthews	Chief Executive
Clinical Commissioning Group	Health 2	Dr Zak McMurray	Medical Director
Deep End - Dr Mitchell	Health 1	Dr Caroline Mitchell	GP and Senior Clinical Lecturer University of Sheffield
Sheffield City Council	Crime and Justice 2	Cllr. Abtisam Mohamed	Cabinet Member for Education & Skills
Royal Academy for Engineering	Sport and Culture 1	Rhys Morgan	Director for Engineering and Education

Organisation	Hearing Attended	Name	Job Role
Disability Sheffield	Health 2	Emily Morton	Chief Executive
Resident	Sport and Culture 1	Johnny Nelson	EX World Champion Boxer/ Sports Pundit
Sheffield Teaching Hospital	Health 2	Sally Nyinza	Nurse, Infection Control Team
SOAR	Civic Life and Communities 2	Megan Ohri	Partnership Manager
Always an Alternative	Crime and Justice 1	Anthony Olaseinde	Security Consultant
Sheffield Theatres	Sport and Culture 2	Bookey Oshin	Finance Operations Director
Sheffield Childrens NHS	Health 2	Nick Parker	Executive Director of People and Organisational Development
Sheffield Health and Social Care	Health 2	Caroline Parry	Executive Director of People
Learn Sheffield	Education 2	Sai Patel	Improvement Partner Secondary
Resident	Sport and Culture 2	Desiree Reynolds	British based Caribbean author
MAAN	Health 1	Abdi Riyale	Health and Well-being Development Worker
Healthwatch Sheffield	Health 2	Judy Robinson	Chair
Resident	Business and Employment 1	Zatoon Sadiq-Reeve	Information Officer - Sheffield City Council
Reach Up Youth Team	Civic Life and Communities 1	Safiya Saeed	Founder of Reach Up Youth
Royal Academy for Engineering	Sport and Culture 1	Yohanes Scarlet	Policy and Research Advisor
COVID19 Action Group/ Aspiring Communities Together	Civic Life and Communities 1	Abdul Shaif	Chief Executive
Aspiring Communities Together	Education 1	Abdul Shaif	Chief Executive
Sheffield City Council	Civic Life and Communities 2	Janet Sharpe	Director of Housing
Sheffield City Council	Crime and Justice 1	Dawn Shaw	Director of Communities
Sheffield City Council	Crime and Justice 1	Khadra Sheel	Service Manager Service Manager East/Amber
Sheffield Health and Social Care	Health 2	Dr Shata Shibib	Service Manager Service Manager East/Amber
Sheffield City Council	Civic Life and Communities 2	Jason Siddall	Head of Communities
Resident	Sport and Culture 2	Andrew Skelton	Planning and Urban & Environmental Design
Resident	Sport and Culture 2	Des Smith	Local Resident

Organisation	Hearing Attended	Name	Job Role
SYPTE/Sheffield City Region	Business and Employment 2	Dave Smith	Chief Executive of newly merged organisation
Sheffield City Trust	Sport and Culture 1	Andrew Snelling	Chief Executive Officer
South Yorkshire Housing Association	Civic Life and Communities 2	Tony Stacey	Chief Executive
Sheffield City Council	Crime and Justice 1	Maxine Stavrianakos	Head of Community Safety & Safer Neighbourhoods
Sheffield City Council	Education 2	Kevin Straughn	Head of Lifelong Learning, Skills and Employment
Sheffield City Council	Crime and Justice 1	Andy Stirling	Service Manager Sheffield Youth Justice Service
Sheffield Museums and Galleries Trust	Sport and Culture 2	Kim Streets	Chief Executive
Sheffield Hallam University	Education 2	Carolyn Taylor	Head of Student Policy and Compliance
University of Sheffield	Sport and Culture 2	Prof. Vanessa Toumin	Director of City & Culture, Partnerships and Regional Engagement
Advance HE	Education 2	Arun Verma	Head of the Race Equality Charter
SADACCA	Health 1	Robert Walcott	Director
Sheffield City Council	Business and Employment 1	Eugene Walker	Executive Director of Resources
Sheffield Hallam University	Education Day 2	Dr Claire Walsh	Head of Academic Development and Inclusivity
Sheffield Carnival	Civic Life and Communities 1	Leroy Wenham	Organiser
Sheffield City Council	Civic Life and Communities 2	Dan White	Head of Youth Service
South Yorkshire Community Foundation	Civic Life and Communities 2	Ruth Willis	Chief Executive
Sheffield Wednesday Football Club Community Foundation	Sport and Culture 1	Ben Winter	Operations Manager
SYAC	Business and Employment 2	Vena Wynter-Truscot	Senior Manager
ISRAAC /COVID 19 Action Group	Civic Life and Communities 1	Ismail Yusuf	Finance and Operations Manager
ISRAAC /COVID 19 Action Group	Civic Life and Communities 1	Adam Yusuf	Chair

ANNEX D
EVIDENCE RECEIVED

Business and Employment Evidence

1. Anonymous submission by member of public - Individual
2. David Blunkett - Chair of Sheffield City Partnership Board
3. David Campbell - Individual
4. Department for Works and Pensions
5. Jude Beng- Individual
6. Mike Lawrence - Individual
7. Sandra Kerr CBE, Race Director- BITC
   7.1 BITC Infographic - A Sustained Responsible Business Approach to Race August 2020
   7.2 BITC Race at Work Charter Report 2020
   7.3 BITC Race at Work Black Voices Report
   7.4 BITC The Scorecard Report 2018 Race at Work 2018
   7.5 Race in the Workplace - The McGregor Smith Review
8. Sheffield Chamber of Commerce
9. Sheffield City Council - Business and Employment
10. Sheffield City Council - Business and Investment
11. South Yorkshire Mayoral Combined Authority
12. SYAC
13. Winnie Lutakome - Individual
14. Zatoon Sadiq Reeve - Individual
15. Zatoon Sadiq Reeve - Additional Evidence
16. Zest

Civic Life and Communities Evidence

1. Action Collective
2. Andrew Skelton - Planning and Urban & Environmental Design - Individual
3. Arches Housing
4. Ashiana
5. ASSIST
6. BAMER COVID 19 Action Group
7. BAMER COVID 19 Action Group - Summary
8. Burngreave Clean Air Campaign
9. Citizens Advice Sheffield
10. City of Sanctuary
11. Clara Green - Individual
12. Christine Daley - Individual Parts 1 and 2
13. Co Create
14. Cohesion Sheffield
15. Family Voice
16. Gill Furniss MP
17. Independent Inquiry into Sheffield City Council's Relationship with ACE and the YCA 1995
    - 17.1 Front cover-page 24; Page 25-50; Page 51 - back over
    - 17.2 Leader of Sheffield City Council Letter
18. ISRAAC
19. Manor and Castle Development Trust
20. MUMs United
21. Reach Up Youth
22. SADACCA
23. SAVTE
24. Sheffield City Council - Community Services
25. Sheffield City Council - Housing and Neighbourhoods Service
26. Sheffield for Democracy
27. Sheffield Roma Support Network
28. Sheffield and South Yorkshire Funders Forum
29. Sheffield/South Yorkshire Funders Group Terms of Reference
30. South Yorkshire Community Foundation - Ethnicity of Beneficiaries Table
31. South Yorkshire Community Foundation - South Yorkshire Community Sector Resilience Survey
32. South Yorkshire Community Foundation
33. SPRING and New Beginnings Project staff (Voluntary Action)
34. South Yorkshire Housing Association
35. South Yorkshire Migration and Asylum Action Group (SYMAAG)
36. The Pakistan Muslim Centre
37. Tinsley:
    - 37.1 Dawood Hussain - Individual
    - 37.2 Imam Zafarullah Khan - Individual
    - 37.3 Mr Ghuffoor Hussain - Individual
    - 37.4 Mr Izrar Hussain - Individual
    - 37.5 Ms Sughara Aziz - Individual
    - 37.6 Muhammed Nadeem - Individual
    - 37.7 Nadeem Mohammed - Individual
    - 37.8 Shaheeb Hussain - Individual
    - 37.9 Zahid Khan - Individual
38. Voluntary Action Sheffield

Crime and Justice Evidence

1. BAME Young Peoples Service Plan
2. Briefing on Sheffield Youth Offending Service Thematic Inspection
3. Crime and Justice Focus Group
4. Former Police Officer Statement- Individual
5. Gulshan Akram - Individual
6. PC Rehana Hussain - Individual
7. Sheffield City Council - Community Safety and Safer Neighbourhoods
8. Sheffield Crown Prosecution Service
9. Sheffield Futures
10. Sheffield Roma Network & Fir Vale Page Hall Cohesion Group
11. Sheffield Stop and Search Data by ethnicity 2020 to 2021
12. Sheffield Youth Justice Service
13. Sheffield Youth Justice Service Exploring racial disparity
14. Sheffield Youth Justice Service- Sept 2020
15. Sheffield Youth Justice Service Position Statement
16. South Yorkshire PCC
17. South Yorkshire Police - Sheffield Policing District
18. Terrence Campbell - Individual
19. UKKIDZ
20. Unity Gym Project
21. Unity Gym Video

Education Evidence

1. A Framework for Progressive Action to Address Race Inclusion
2. BAME Student and Parents Expectations and Perceptions of HE Progression in Sheffield
3. Dr Adele Ward - Individual
4. Ellesmere Children's Centre
5. HeppSY Annual Learner Survey 2020 Ethnicity Survey
6. Learn Sheffield
7. Meadowhead School
8. Ms Jennie Wilkinson- Individual
9. National Education Union
    - 9.1) BARRIERS Visible and Invisible Barriers-The Impact of Racism on BME Teachers
    - 9.2) Copy of Pay progression summary 2018
    - 9.3) Making Progress - Employment and retention of BME Teachers in England
    - 9.4) NEU Framework for Developing an Anti-Racist Approach - Theme 1 Leadership
    - 9.5) Report for UNISON Black members and COVID-19 at Work
    - 9.6) The equality duties and schools - Lessons for the future
10. Office for Students
11. Office for Students - Amplify Project
12. Race Equality Charter Review
13. Race Equality Charter Review - Executive Review
14. Safiya Saeed - Individual
15. Sharon Bell Williamson- Individual
16. Sheffield Hallam University
17. Sheffield Inclusion Centre
18. Terrence Campbell - Individual
19. The Sheffield College
20. The University of Sheffield
21. 2020-2021 HEPPSY Partnership Report

Health Evidence

1. BAMER COVID 19 Action Group
2. BAMER COVID 19 Action Group Summary
3. CCG staff response to BLM video
4. Clinical Commissioning Group
5. Disability Sheffield
6. Disability Sheffield May 2021
7. General Practice at the Deep End
8. Healthwatch Sheffield
9. MAAN
10. Page Hall Medical Centre
11. Roger Kline - Research Fellow Middlesex University
12. SACHMA
13. Shahid Ali- Individual
14. Sheffield Accountable Care Partnership (ACP)
15. Sheffield Children's Hospital Workforce Race Equality Standard Action Plan 2020-21
16. Sheffield Children's Hospital Workforce Race Equality Standard Indicators
17. Sheffield Children's NHS Foundation Trust SCHS CWAMH
18. Sheffield Children's NHS Foundation Trust Workforce Report 2021
19. Sheffield Children's NHS Foundation
20. Sheffield Community Contact Tracers
21. Sheffield Director of Public Health
22. Sheffield Director of Public Health Rapid Health Impact Assessment
23. Sheffield Flourish
24. Sheffield Health and Social Care Foundation Trust
25. Sheffield Teaching Hospital
26. Terrence Campbell - Individual

Sport and Culture Evidence

1. Allama Iqbal Cricket Club
2. FURD Annual Review 2020
3. FURD Impact Report 2019
4. Joined Up Heritage Sheffield
5. Now Then Magazine Sheffield - Why did the Council give Windrush archive funding to a white led organisation
6. Mr Des Smith - Individual
7. Racism and Inequality in the Cultural Holdings of Sheffield
8. Sheffield City Trust
9. Sheffield Museums Trust
10. Sheffield Theatres
11. Sheffield Wednesday FC and Sheffield Wednesday Community Foundation
11.1 Leaders in Football Diversity
11.2 Sheffield Wednesday News- English football announces social media boycott
11.3 Sheffield Wednesday News - Not Today or Any Day
    11.4 Sheffield Wednesday News - Owls and Reds join forces
    11.5 Sheffield Wednesday News - Palmer joins Show Racism Red Card Panel
    11.6 SWFC Community Programme
12 Statues, monuments, and street names in Sheffield Working Group
13 The Hamilton Commission - Accelerating Change Improving the Representation of Black People in UK Motorsport
14 The Hamilton Commission - Interactive Summary

ANNEX E

GLOSSARY

Anchor Institution/Organisation - 'Anchor Institution' is a term used to understand the role that place-based institutions could play in building successful local economies and communities. Anchor institutions can play a critical role in terms of coordination and support of economic activity. Key characteristics of anchor institutions include permanence in the city/region, embeddedness in the local economy and community, and a large resource base that is manifested in local purchasing, employment and business support. Anchor institutions must have a social role, a social purpose which enables it to develop mutually beneficial and sustainable relationships within the host community.

Possible anchor institutions include non-profit organisations such as higher education institutions (HEIs), for instance, university business schools, academic medical centres, cultural institutions including museums, libraries and performance arts facilities, religious and faith-based establishments and performance arts centres, utility companies, military bases, sports clubs and, under certain circumstances, large private sector organisations (UK Commission for Employment and Skills, 2015).

ACEVO - Association of Chief Executives of Voluntary Organisations

Cultural Competence - Cultural competence is said to affect the cognitive, emotional, behavioural and environmental dimensions of a person. 'It is a complex know-act because it involves knowledge, skills, and know-how that, when combined properly, lead to a culturally safe, congruent, and effective action'. It is founded on a comprehensive understanding of the broad nature of potential differences between people of diverse ethnicities (Laird and Tedam, 2019: 87).

Discrimination - The Equality and Human Rights Commission states that everyone in Britain is protected by the Equality Act. It states that it is against the law to treat any person unfairly or less favourably than someone else because of a personal characteristic. The personal characteristics include age, sex, sexual orientation, marriage and civil partnership, race, religion or belief, pregnancy and maternity, disability and sexual orientation. These are called 'protected characteristics'.

Under the terms of the Act, you are protected from discrimination in these situations/environments:

- The workplace
- When using any public services
- Businesses and services that provide facilities and services
- As a consumer
- When buying or renting property
- As a member or guest of a club or association

Discrimination is described in the Equality Act in 4 main ways, Direct, Indirect, Harassment and Victimisation.

Racial Literacy is a skill and practice by which individuals can probe the existence of racism and examine the effects of race and institutionalized systems on their experiences and representation in… society. Those… who have this skill can discuss the implications of race and racism in constructive ways. A desired outcome of racial literacy in an outwardly racist society […] is for members of the dominant racial category to adopt an antiracist stance and for persons of color to resist a victim stance. Thus, racial literacy in English classrooms is the ability to read, discuss, and write about situations that involve race or racism (Sealey-Ruiz, 2020).

Racism(s) - There are many definitions of racism that capture particular characteristics affecting individuals, communities and other entities in various social settings. Definitions of racism have some commonalities that link to racial ideologies of superiority, prejudice and power while reinforcing ideas of exclusion, subordination, and subjugation of racialised and minoritised others (Hylton, 2018: 4). Racism(s) need to be understood as racialised…modes of exclusion, inferiorisation, subordination and exploitation that present specific and different characters in different social and historical contexts (Anthias and Yuval-Davis, 1993: 2)

SCC - Sheffield City Council

SCCI - Sheffield Chamber of Commerce

Sheffield Anchor Institutions - Sheffield City Council (SCC), Sheffield NHS, South Yorkshire & Bassetlaw Integrated Care System (SYBICS), South Yorkshire Police (SYP), University of Sheffield (UoS), Sheffield Hallam University (SHU)

Sheffield NHS - Sheffield Teaching Hospital, Childrens Hospital, Sheffield Health and Social Care, Primary Care i.e. GPs (Primary Care Sheffield) with the overview through the Sheffield arrangements of the South Yorkshire and Bassetlaw Integrated Care System

SHU - Sheffield Hallam University (SHU)]

SYMCA - South Yorkshire Mayoral Combined Authority

SYP - South Yorkshire Police

Systemic Racism - Systemic racism is the condition where society's laws, institutional practices, customs and guiding ideas combine to harm racially minoritised populations in ways not experienced by white counterparts.

Systemic racism is not about denying that white people also experience harms. But it recognises that these harms – such as precarious employment, low income and class prejudice – are not driven by racism and are also experienced by racially minoritised people.

Systemic racism results in patterns whereby some people who are racially minoritised are over-scrutinised, over-sanctioned, under-served and under-valued in various settings, such as in schools, by the police, by social and health services, and in the jobs market.

Ultimately, the existence and extent of systemic racism is an empirical question, revealed by familiar and persistent patterns of racial disparities in a range of domains. And on this empirical basis, there should be no doubt that our society is systemically racist (Lingayah, 2021: 6)

UoS - University of Sheffield

VAS - Voluntary Action Sheffield

VCF - Voluntary, Community and Faith sector

VCS - Voluntary and Community Sector

VRU - Violence Reduction Unit

ANNEX F
LEGACY BODY OUTLINE

Name:Sheffield Race Equality Foundation (Tbc)

What >

An independent charitable foundation comprised of members (inc Sheffield City Council, partner organisations and other key stakeholders drawn from the city's private, voluntary, and public sectors) and an independent chair and trustees. It is proposed that:

- To promote independence that voting rights are split 49% (membership) and 51% (chair and trustees).

- To maximise sustainability the legacy body be established for a minimum term of 10 years with bau funding provided via member subscriptions (£ Tbc) and supplemented by voluntary donations and ad hoc grants etc.

- To support delivery effectiveness the legacy body should be supported by a diverse expert team (headcount Tbc), with direct oversight via an experienced chair and appointed trustees. To keep operational costs at a minimum the membership will also be invited to provide (in addition to, or in lieu of subscription funding) the legacy body with benefits in kind such as secondee staff, office space & related facilities (e.g., IT/publishing/advertising).

Why >

To build trust between diverse communities – and the organisations that serve them – through the effective promotion of race equality (and related diversity and social inclusion) good practice – for the benefit of all Sheffielders. Reinforced by independent:

- Ongoing monitoring and analysis of race equality in key thematic areas (inc employment, education, health, voluntary & community, policing & justice, sport and culture) of the city.

- Periodic reporting on the extent of progress made by the city in response to the Commission's published recommendations.

How >

1. Report annually on the progress made by legacy body members overall against the Commission's published recommendations.

2. Review and collate confidential race equality data periodically (quant/qual) supplied confidentially via members to help identify areas for improvement (and appropriate mitigants to minimise the risk of racism and racial disparities).

3. Review and collate published external data periodically (quant/qual) to identify areas of good practice and to enable members to benchmark their approach (via trustee led thematic committees) in confidence.

4. Develop and promote good practice (e.g., web-based learning and information, reading materials, race equality charters, annual conference with EDI experts and facilitated 'citizens forum' for members).

5. Work with membership (via member liaison with trustee ambassadors) to promote in-house awareness of race equality good practice.

Indicative funding model (Tbc) >

Annual membership subscription funding model / based on gross turnover/income pa >

- Tier 1 = Tbc
- Tier 2 = Tbc
- Tier 3 = Tbc
- Tier 4 = Tbc
- Tier 5 = Tbc

It is proposed that members subscribe for initial 10 years (with five year's funding paid up front in Year 1 and annual funding thereafter for Years 2-5) and also commit as a minimum (within two years of membership) to:

- supplying periodic race equality data (confidential) to the legacy body;

- implementing the Commission's final recommendations in full; and

- subscribing to a suitable race equality charter.

ANNEX G
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NOTES

RACE
EQUALITY
COMMISSION

For further information on the
Sheffield Race Equality Commission go to:
www.sheffield.gov.uk/raceequalitycommission

Sheffield City Council
www.sheffield.gov.uk

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