

# Report of the Interim Strategic Director of Environment and Sport to the meeting of Bradford West Area Committee to be held on 17 September 2014

**R**

---

i:\sec-template\new stds\report.dot

**Subject:**

**Devolution of commissioning of Community Development and Community Centre Core Cost Grants to Area Committees**

**Summary statement:**

This report sets out the basis on which the Executive devolved commissioning of Community Development and Community Centre Core Cost grants to Area Committees to increase local democratic accountability and transparency.

---

Steve Hartley Interim Strategic Director  
Environment and Sport

**Portfolio: Safer and Stronger  
Communities  
Cllr Imran Hussain**

Report Contact: Mick Charlton  
Phone: (01274) 437656  
E-mail: [mick.charlton@bradford.gov.uk](mailto:mick.charlton@bradford.gov.uk)

**Overview & Scrutiny Area:**  
**Corporate**

## **1. SUMMARY**

- 1.1 This report sets out the basis on which the Executive devolved commissioning of Community Development and Community Centre Core Cost grants to Area Committees to increase local democratic accountability and transparency.

## **2. BACKGROUND**

- 2.1 A report “Devolution to Area Committees” (Document AG) was presented to the Council Executive on 9 October 2012 to devolve services that would benefit from a local perspective to Area Committees.
- 2.2 A Service area considered to have the potential to be devolved is the Voluntary Sector Budget. The Devolution Review 2011 identified that within the wider Voluntary Sector Budget, Community Development and Community Centre Core Costs would particularly benefit from a local perspective and would be appropriate to be devolved to Area Committees. VCS Infrastructure Support is also currently being re-commissioned, but is not intended to be devolved to Area Committees as it is primarily provides District wide support.
- 2.3 The budget for Community Development and Community Centre Core Costs has previously been distributed to voluntary and community sector organisations through a District wide commissioning process. Council Executive received and endorsed recommendations from a range of commissioning groups.
- 2.4 The existing distribution of Community Development resources was developed at a time when there was an abundance of regeneration initiative funding streams coming into the District. Much of the initiatives funding was geographically focused on the most deprived communities. An element of the available Council funding for Community Development was used to complement these regeneration initiative funding streams by focusing on areas that would benefit from community development work but fell outside designated regeneration areas. In the period from 2011 there has been a reduction in these funds and those available have been geographically targeted.
- 2.5 The Council has faced significant reductions in Government funding since the Spending Review of 2011. During this time the Council has protected Community Centre Core Cost Grants and restricted reductions to Community Development to no more than the overall reduction to the Council’s funding settlement with Central Government. For 2014-15 the Community Development budget has not been reduced but, for 2015-16, an agreed budget reduction of 10% will be implemented.
- 2.6 The existing Community Development and Community Centre Core Cost agreements have been established for many years. Since these grants were initially made there has been significant change in many of the District’s communities. It is therefore an appropriate time to review the distribution of this funding.
- 2.7 A consultation event was held on the 4<sup>th</sup> September 2014 on the new Commissioning process 2015-2017, titled Community Development and Community Centre Core Costs Grants. The Consultation event saw

representatives from across the Bradford West Constituency in attendance. Those in attendance were asked to consider the following question: - ***What should Area Committees be looking for within the expressions of interest?***

Responses were as follows:-

- Strong Track Record of delivery.
- Governance capability of delivers.
- Clear Monitoring.
- Focus where needs is the greatest.
- Remember the specific needs of communities of interests and interest groups in the Area.
- Recognise the long term reality of Community Development work.
- Inclusive approaches.
- Value for money.
- Social value.
- Impact the work will make in the community.
- Recognising differences.

### **3. OTHER CONSIDERATIONS**

#### **A. Relevance of Community Development and Community Centres within current context**

- 3.1 The Council's budget continues to be under intense pressure as a consequence of both a shrinking national financial settlement and increased demand on services due to demographic change. Within this context the Council increasingly needs to find new ways to support and empower communities to identify self help solutions rather than relying on public funding.
- 3.2 Helping to ensure that communities are safer, clean and active communities is a Council priority. The community development approach to community support can contribute to building stronger sustainable communities in the following ways:
- Develop active communities
  - Increase the active participation of residents in their neighbourhoods and communities
  - Reduce the negative impact of budget reductions within neighbourhoods and with communities of interest and people on low incomes.
  - Challenging disadvantage and inequalities
  - Stimulate innovative and sustainable local solutions to issues.
  - Build relations within and between communities
- 3.3 Community Centres may to provide community support, in the following ways:
- Meeting space for community groups
  - Local base to deliver a range of services including advice work

- Places to deliver activities
- Access to practical resources

## **B. Assessment of need and budget splits between Area Committees**

- 3.4 A needs based model has been used to allocate the available resource between Areas using the set of measures outlined below that identify a range of relevant needs. The measures deployed in the model derive from Ward Assessments and have been used to determine Ward priorities in all Wards within the District. These are:
- **Demography** – Total population size, 13-19 year olds, 70-79 year olds and people over 80
  - **Environmental** – Levels of recycling, streets failing on litter
  - **Safer and Stronger Communities** – People from different backgrounds getting on well with each other, anti-social behaviour, domestic violence and road Traffic Collisions attended
  - **Health and Wellbeing** – Mortality rates, diabetes and year 6 obesity
  - **Economy** – JSA Claimant rates, attendance allowance claimants, household income, people finding it difficult to pay for heating and hot water and rank of multiple deprivation.
  - **Children and young people** – GCSE results, children living in poverty and numbers of NEET young people.
- 3.5 Rankings for the District's 30 Wards were produced against these measures and the accumulated total for each of the six Wards in each Area are added together and divided by the District total to provide an indication of overall need for community support. The resulting percentages are Bradford West 24.8%, Bradford South 21%, Bradford East 24.5%, Keighley 16.6% and Shipley 13.1%.
- 3.6 There will be a transitional arrangement in place to lessen the immediate impact on the Shipley Area in the transition to a needs basis.
- 3.7 The transitional arrangement will mean that it will take some time for Bradford West to receive the full needs based allocation. However, there will still be an increase of budget for community development in Bradford South and Shipley, Keighley, Bradford West and Bradford East will all have a reduced budget available for community development than in the current year.
- 3.8 The transitional arrangement will enable all Areas – if they choose - to maintain Community Centre Core Costs Grants at the current level with organisations currently funded. However Area Committees will be able to decide to reprioritise – based on local knowledge - where this resource is utilised, to maximise the benefit in their Area.
- 3.9 The available budget for 2015-16 which includes a 10% overall reduction to the Community Development element is £614,000 of which £209,000 is for Community Centre Core Costs and £405,000 for Community Development.

3.10 Table 1 includes the amounts to be distributed to each Area Committees in 2015-16 for Community Centre Core Costs, Community Development and a combined total.

3.11 Table 2 provides details of Community Centre Core Costs and Community Development allocations for 2014-15 for Bradford West Area Committee.

**Table 1: Distribution of resources between the five Area Committees (Transitional adjusted)**

Area	Percentage Combined budgets	Financial value of Community Centre Core Costs*	Financial value of Community Development	Total financial allocation to each Area Committee for 2015-16
Bradford East	24.6%	£51k	£100k	£151k
Bradford South***	17.1%	£30k	£75k	£105k
Bradford West**	26.5%	£63k	£100k	£163k
Keighley	17.1%	£43k	£62k	£105k
Shipley***	14.7%	£22k	£68k	£90k
<b>Total</b>	<b>100%</b>	<b>£209k</b>	<b>£405k</b>	<b>£614k</b>

\*The Community Centre Core Cost element is based on current distribution of Grants within each Area.

\*\*This allocation includes District wide centres based within the City Centre that will need to seek funding through Bradford West Area Committee.

\*\*\*This includes a transitional adjustment between Bradford South and Shipley

**Table 2: 2014-15 Current distribution of Community Development and Community Centre Core Costs across the Bradford West Area**

Organisation	Strand of funding	Amount
Bradford and District Community Empowerment Network Ltd	Community Development	£24,204
Frizinghall Community Association	Community Development	£24,204
Lower Grange and Allerton Community Association	Community Development	£24,204
Manningham Mills Sports and Community Association	Community Development	£24,204
Millan Centre	Community Development	£24,204
<b>Total Community Development</b>		<b>£121,020</b>
Artworks Creative Communities Ltd	Core Costs	£6,000
Bradford Lesbian, Gay & Bisexual Strategic Partnership	Core Costs	£4,080
Café West	Core Costs	£4,080
Frizinghall Community Association	Core Costs	£3,672
Grange Interlink Ltd	Core Costs	£4,080
Heaton Community Centre	Core Costs	£5,100
Lower Grange and Allerton Community Association	Core Costs	£9,500
Manningham Mills Community Association	Core Costs	£7,140

Millan Centre	Core Costs	£3,060
Pakistan and Worldwide Community Link Ltd	Core Costs	£5,100
Saffron Dean Community Association	Core Costs	£6,758
St Francis Village Hall	Core Costs	£1,530
<b>Community Centre Core Cost Total</b>		<b>£60,100</b>

3.12 It will be the responsibility of each Area Committee to make decisions on the allocation of the 2015-16 budget. It is anticipated that a report will be presented to Bradford West Area Committee on 12 November 2014, providing the information necessary to make those decisions. The new grants will commence from 1 April 2015.

### **C. Framework to be deployed by Area Committees in the allocation of grants**

3.13 It is important that Area Committees, based on their local knowledge and perspectives, and underpinned by the Bradford West Ward Plans 2014-15 to prioritise the resource. This will achieve the best possible outcomes in the Area whilst using an approach which is consistent across the District.

3.14 It is anticipated that the Grants Advisory Group in each Area will make recommendations to the Area Committee on allocations.

#### **Community development grants**

3.15 Priorities set out within Ward Plans will be key to determining the work that Community Development Grants support.

3.16 Community Development Grants are intended to support development work with communities and not for the management of community centres.

3.17 Community Development Grants should only be awarded to organisations that demonstrate capacity to support staff using community development approaches.

3.18 Community Development Grants should be awarded to organisations that can demonstrate an ability and commitment to deliver community development across a Ward and, where appropriate, across the Area.

3.19 The Area Committee will identify priorities from the Ward Plans that Community Development Grants should support. The priorities could include, for example:

- Develop projects with positive impacts on the local environment
- Increase neighbourliness
- Dementia friendly communities
- Reduce social isolation and loneliness of older people
- Increase the sense of community safety
- Support work with a specific group e.g. women, east Europeans etc.
- Intergenerational work
- Other

### **Community Centre Core Cost grants**

- 3.20 The main priority of Community Centre Core Costs grants is organisations with low level of resources and without the funds to pay the full cost of running the centre without a core cost grant.
- 3.21 Community Centres receiving a contribution to their core costs through a grant will be expected to be well run in the following respects:
- To be accessible to everyone within the local community, including young people
  - Well maintained and clean facilities
  - Have a responsible charging policy
  - Have financial systems and controls in place
  - Have a strong and responsible management committee
  - To work in partnership with other agencies
  - The maximum award will be £9.6k

### **Grant allocation process for Community Development and Community Centre Core Costs**

- 3.22 The budget available for 2015-16 is identified in Table 2. The maximum of 10% can be transferred from to Community Development to Community Centre Core Cost and vice versa.
- 3.23 Whilst Community Development Grants and Community Centre Core Cost Grants are for different purposes they will be commissioned through the same grant process which will enable an efficient process.
- 3.24 The process outlined in the “Devolution of commissioning of Community Development and Community Centre Core Cost Grants to Area Committees” (Document N) report to the Council Executive on 22 July 2014 required Area Committees to oversee at least one consultation event in each area where prospective grant recipients will be able to give their views on Area Committee proposals. In the case of Bradford West Area, this was held at Manningham Mills Community Association on 4th September 2014. (See paragraph 2.7).
- 3.25 It is recommended that Area Committees use their existing Grants Advisory Group. This is for practical reasons due to the time it is likely to take to review funding applications. The Grants Advisory Group will assess applications and make recommendations to Area Committee for determination.
- 3.26 The Neighbourhood Service Central team will support the Grants Advisory Group to enable a consistency of approach across the five Areas.
- 3.27 Whilst monitoring of the grants will be undertaken centrally within the Neighbourhoods and Customer Service, the Ward Officer will be the main contact and will ensure that issues raised through monitoring are being addressed.
- 3.28 Monitoring information from existing grant recipients will be reported to the Grants Advisory Group making recommendations to the Area Committee.

- 3.29 Current grant recipients will be asked to provide evidence of potential impact of the loss of their grant and this will feed into the consideration of applications
- 3.29 Current recipients of Community Development Commissions and Community Centre Core Cost Grants were notified, following the report to Executive, of the new process and the probability of the termination of their current agreements on the 31 March 2015.
- 3.30 Grants will be awarded for a two year period to give organisations a degree of stability and informed that, for the second year, the value of the grant may alter in line with Council wide budget decisions.

#### **4. FINANCIAL & RESOURCE APPRAISAL**

- 4.1 The approved reduction identified in the Council budget 2014-15 relating to the year 2015-16 is included in the figures presented in this paper. The allocations will need to be reviewed in the light of any subsequent decisions that affect the 2015-16 resources.

#### **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

- 5.1 There are no significant risks and governance issues arising from the proposed recommendations in this report.

#### **6. LEGAL APPRAISAL**

- 6.1 This work relates directly to the Local Government Act 2000 and to the Duty of Well-being placed upon the Council to promote and improve the well-being of the District.
- 6.2 Under the Councils Constitution at Article 12, the Executive can delegate/devolve the discharge of functions to Area Committees. In discharging these functions, all decisions made must be in accordance with policies, strategies, plans or criteria agreed by the Council or Executive and within the approved budget.
- 6.3 Legal implications of any further devolution of budgets to Area Committees will be reviewed by the City Solicitor and any issues and constitutional amendments required will be considered by the Corporate Governance and Audit Committee for recommendation to Full Council.

#### **7. OTHER IMPLICATIONS**

##### **7.1 EQUALITY & DIVERSITY**

The progressive distribution of grants to Areas with higher level needs will aid the development of initiatives which reduce inequalities.

##### **7.2 SUSTAINABILITY IMPLICATIONS**

Resources available to Bradford West Area Committee, described in this report, and used to support Bradford West Ward Plans 2014-15 will directly support the



delivery of the District's Sustainable Community Strategy.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

Actions to assist in identifying the greenhouse gas impacts of potential projects to be funded through this budget will be undertaken. These will include a consideration of, for example, energy efficiency opportunities in purchasing new equipment or refurbishing or modifying buildings.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

7.4.1 Community Safety issues are acknowledged as a key contributor to the quality of life in neighbourhoods. It is anticipated that a number of priorities supported through this budget will demonstrate a positive impact on community safety issues across Bradford West.

### **7.5 HUMAN RIGHTS ACT**

7.5.1 There are no Human Rights Act implications arising from this report.

### **7.6 TRADE UNION**

There are no implications related to Trade Unions arising from this report.

### **7.7 WARD IMPLICATIONS**

7.7.1 The activity outlined in this report address priorities in the City, Clayton & Fairweather Green, Heaton, Manningham, Toller and Thornton & Allerton Wards.

7.7.2 The devolution of Community Development and Community Centre Core Cost Grants to Area Committees will enable a more tailored provision and to more accountability at a Ward level.

### **7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)**

7.8.1 The activities outlined in this report contribute to priorities within the Bradford West Ward Plans 2014-15.

### **7. Not for publication documents**

None

### **8. OPTIONS**

8.1 That Bradford West Area Committee adopts the recommendations outlined in this report.

8.2 That Bradford West Area Committee adopts the recommendations outlined in this report, with amendments.

- 8.3 That Bradford West Area Committee decides not to accept the recommendations outlined in this report.

## **9. RECOMMENDATIONS**

- 9.1 The Area Committee welcomes the proposed basis for the allocation of Community Development and Community Centre Core Cost grants with transitional adjustment outlined in Table 1.
- 9.2 That a report be presented to the 12<sup>th</sup> November 2014 meeting of the Bradford West Area Committee to enable allocations of the 2015-16 Community Development and Community Centre Core Cost grants be determined.

## **10. BACKGROUND DOCUMENTS**

“Devolution to Area Committees” (Document AG) report to the Council Executive on 9 October 2012.

“Devolution to Area Committees” (Document AG) Called – in Decision, to the Corporate Overview and Scrutiny Committee on 1 November 2012.

“Methodology for Allocation of Devolved Service Resources to the Five Area Committees” (Document CE) report to the Council Executive on 16 April 2013.

“Devolution of commissioning of Community Development and Community Centre Core Cost Grants to Area Committees” (Document N) report to the Council Executive on 22 July 2014.