

Agenda for a meeting of the Regeneration and Economy Overview and Scrutiny Committee to be held on Thursday, 27 April 2017 at 5.00 pm in Committee Room 3 - City Hall, Bradford

Members of the Committee – Councillors

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT	GREEN	INDEPENDENT
Heseltine Mallinson	Farley Pullen Green Jamil	Fear	H Hussain	K Hussain

Alternates:

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT	GREEN
Pennington Whiteley	Johnson H Khan Salam	R Ahmed	Warnes

Notes:

- This agenda can be made available in Braille, large print or tape format on request by contacting the Agenda contact shown below.
- The taking of photographs, filming and sound recording of the meeting is allowed except if Councillors vote to exclude the public to discuss confidential matters covered by Schedule 12A of the Local Government Act 1972. Recording activity should be respectful to the conduct of the meeting and behaviour that disrupts the meeting (such as oral commentary) will not be permitted. Anyone attending the meeting who wishes to record or film the meeting's proceedings is advised to liaise with the Agenda Contact who will provide guidance and ensure that any necessary arrangements are in place. Those present who are invited to make spoken contributions to the meeting should be aware that they may be filmed or sound recorded.
- If any further information is required about any item on this agenda, please contact the officer named at the foot of that agenda item.

From:

Parveen Akhtar

City Solicitor

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To:



A. PROCEDURAL ITEMS

1. ALTERNATE MEMBERS (Standing Order 34)

The City Solicitor will report the names of alternate Members who are attending the meeting in place of appointed Members.

2. DISCLOSURES OF INTEREST

(Members Code of Conduct - Part 4A of the Constitution)

To receive disclosures of interests from members and co-opted members on matters to be considered at the meeting. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

Notes:

- (1) Members may remain in the meeting and take part fully in discussion and voting unless the interest is a disclosable pecuniary interest or an interest which the Member feels would call into question their compliance with the wider principles set out in the Code of Conduct. Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (2) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*
- (3) Members are also welcome to disclose interests which are not disclosable pecuniary interests but which they consider should be made in the interest of clarity.*
- (4) Officers must disclose interests in accordance with Council Standing Order 44.*

3. MINUTES

Recommended –

That the minutes of the meeting held on 21 December 2016 and 25 January 2017 be signed as correct records (previously circulated).



4. INSPECTION OF REPORTS AND BACKGROUND PAPERS

(Access to Information Procedure Rules – Part 3B of the Constitution)

Reports and background papers for agenda items may be inspected by contacting the person shown after each agenda item. Certain reports and background papers may be restricted.

Any request to remove the restriction on a report or background paper should be made to the relevant Strategic Director or Assistant Director whose name is shown on the front page of the report.

If that request is refused, there is a right of appeal to this meeting.

Please contact the officer shown below in advance of the meeting if you wish to appeal.

(Asad Shah - 01274 432280)

5. REFERRALS TO THE OVERVIEW AND SCRUTINY COMMITTEE

Any referrals that have been made to this Committee up to and including the date of publication of this agenda will be reported at the meeting.

B. OVERVIEW AND SCRUTINY ACTIVITIES

6. HOUSING AND HOMELESSNESS STRATEGY - PROGRESS UPDATE

1 - 16

'A Place to Call Home: Housing and Homelessness Strategy for Bradford District 2014 – 2019' was agreed by the full Council on 25 March 2014.

The report of the Assistant Director Economy and Development (**Document "AA"**) updates the committee on progress made towards the strategy objectives.

Recommended –

- (1) That Members note progress made towards the objectives of the Housing and Homelessness Strategy.**
- (2) That Members continue to receive an annual review of progress against success measures outlined in the Housing and Homelessness Strategy.**

(Yusuf Karolia - 01274 434362)



7. HOUSING ALLOCATIONS POLICY REVIEW 17 - 34

The report of the Assistant Director Economy and Development (**Document “AB”**) seeks to gather policy suggestions from Members of the Regeneration and Economy Overview and Scrutiny Committee as part of a review of the district’s housing allocations policy. The revised policy will be presented to the Council’s Executive at its meeting on 13 June 2017 for adoption.

Recommended –

That Members of the Committee provide comments, suggestions and proposals to aid the review of the Housing Allocations Policy.

(Yusuf Karolia 01274 434362)

8. TOURISM CONSULTATION UPDATE 35 - 100

The report of the Strategic Director, Place (**Document “AC”**) will provide an update on the Tourism Review and the Destination Management Plan consultation.

Recommended –

Members are asked to note the content of this report and give their views.

(Phil Barker – 01274 432616)

9. CULTURAL STRATEGY UPDATE 101 - 110

The report of the Strategic Director, Place (**Document “AD”**) updates the Regeneration and Economy Overview and Scrutiny Committee on the Cultural Strategy and activities to date including information on how data is collated and analysed to inform investment.

Recommended –

Members are asked to note the content of this report and progress to date.

(Phil Barker – 01274 432616)

10. SPORTS FACILITIES INVESTMENT PLAN 111 - 122

Following previous reports to the Regeneration and Economy Overview and Scrutiny Committee on 4 March 2015, the Report of the Strategic Director of Place (**Document “AE”**) provides Members with an update on progress made to date and sets out steps for the next



stages of the project.

Recommended –

- (1) That the detailed revenue projections for the first phase of the new facilities are noted by the Regeneration and Economy Overview and Scrutiny Committee.**
- (2) That the Regeneration and Economy Overview and Scrutiny Committee note the progress made on the development of the new sports facilities.**

(PLEASE NOTE: Appendix 2 is a Not For Publication document, as it is exempt under Paragraph 3 (Financial or business affairs) of Schedule 12A Local Government Act 1972 (as amended)).

(Phil Barker – 01274 432616)

THIS AGENDA AND ACCOMPANYING DOCUMENTS HAVE BEEN PRODUCED, WHEREVER POSSIBLE, ON RECYCLED PAPER



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Report of the Assistant Director Economy and Development to the meeting of Regeneration and Economy Overview and Scrutiny Committee to be held on 27 April 2017

AA

Subject:

HOUSING AND HOMELESSNESS STRATEGY - PROGRESS UPDATE

Summary statement:

'A Place to Call Home: Housing and Homelessness Strategy for Bradford District 2014 – 2019' was agreed by the full Council on 25 March 2014.

This report updates the committee on progress made towards the strategy objectives.

Assistant Director: Shelagh O'Neill,
Dept of Place

Portfolio:

Health and Wellbeing

Report Contact: Yusuf Karolia, Head
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1. SUMMARY

- 1.1 'A Place to Call Home: Housing and Homelessness Strategy for Bradford District 2014 – 2019' was endorsed by the Council's Executive on 11 March 2014, and agreed by the full Council at its meeting on 25 March 2014.
- 1.2 Members of this committee agreed to request future annual reports on the strategy. This is the third such report, and provides an update on progress made towards the strategy objectives.

2. BACKGROUND

- 2.1 The Housing and Homelessness Strategy is partnership-led and jointly owned by the Council and the Bradford Housing Partnership, reflecting the reality of the role played by a wide range of organisations and agencies in delivering the housing and homelessness objectives contained within the strategy. This means that whilst the Council is a key delivery partner, it is not responsible for delivering all of the actions and relies on the co-operation of its partners for successful implementation.
- 2.2 The approach taken in the strategy is to set out some broad objectives which act as a framework and steering document to influence the Council and partner's priorities, delivery programmes and business plans. Individual, more detailed action plans are then drawn up to sit underneath the overarching strategy framework, such as the Empty Homes Action Plan which was endorsed by this committee in February 2017.
- 2.3 This Strategy complements and sits within the Bradford Council Plan 2016 – 2020, providing focus and direction to the objective within that Plan which is 'Decent Homes that people can afford to live in'.
- 2.4 The Strategy has the following vision:-

Everyone in the District should have a place to call home which is suitable for their needs and in which they can thrive.

- 2.5 The objectives in the Strategy are:-

More Homes: new homes; better use of existing stock/empty homes; and appropriate infrastructure to support the growth

Safe & Healthy Homes: housing which is free from hazards; support people to stay healthy; adaptations to stay independent; work with landlords and lettings agents; tackle blight of empty homes.

Affordable Homes: Adequate supply of affordable homes to buy or rent in relation to incomes; affordable warmth and energy efficient.

Support independence and prevent homelessness: support for people to live independently and prevent homelessness; raising aspirations and removing barriers to employment to sustain housing independence



2.6 The success measures in the Strategy, against which performance is measured, are:-

- Increase in net additional homes
- Reduction in number of long term empty homes
- Increase in number of private sector homes where housing conditions have improved through intervention
- More homes adapted
- Increase in number of new affordable homes delivered
- More energy efficient homes and fewer people in fuel poverty
- Increase in average incomes across the district
- Improvement in the number of housing advice cases which successfully and sustainably prevent people becoming homeless
- Reduction in the number of homeless people placed in Bed and Breakfast and shorter stays in Temporary Accommodation
- Targeting support at those who need it most and at the right time

3. PERFORMANCE AGAINST SUCCESS MEASURES

3.1 Increase in net additional homes

There has been a net increase of 2,472 new homes from April 2014 to March 2016, with 1,134 delivered in 2014/15 and 1,338 in 2015/16. These figures continue an upward trend which started in earnest in 2013, and the 2015/16 figure represents a 53% increase on the 2013/14 figure. Despite recent increases, current housing delivery is only around half the level required - the proposed Core Strategy demonstrates a requirement for 2,476 new homes per year.

3.2 Reduction in number of long term empty homes

The number of long term empty dwellings fell by 5% to 3,944 in October 2016 from 4,154 the year before. This represents a reduction in the number of long-term empty properties of 3,358 since 2009/10 which was the baseline figure for the Empty Homes Strategy. Bringing empty homes back into use also generates New Homes Bonus and has helped generate around 40% of the Council's £48.5 million new homes bonus in the 7 financial years from 2011-2018.

3.3 Increase in number of private sector homes where housing conditions have improved through intervention

In 2015/16, 1,330 private sector homes were improved following intervention by the Council. In 385 of these homes, children were in occupation. The number of homes improved is significantly lower than the total of 2,167 for 2014/15, however this is largely accounted for by the reduction in Government funded home energy schemes. From 2016/17 the indicator has been revised to focus exclusively on work carried out by the Council's Housing Operations service.



3.4 More homes adapted

Over the last two years there has been a steady increase in the number of major adaptations delivered by the Housing Operations service, enabling disabled households to continue to live independently. In 2013/14 there were 190 Disabled Facilities Grants (DFGs) completed, which rose to 236 in 2014/15 and 280 in 2015/16, representing yearly increases of 24% and 17% respectively. The trend of significant upward increases in DFGs delivered is set to continue with 240 already completed in the first 3 quarters of 2016/17. In 2015/16 the service received 603 new referrals for DFGs compared to 489 in 2014/15 and 357 in 2013/14.

3.5 Increase in number of new affordable homes delivered

In 2015/16, 92 new affordable homes were delivered, which was significantly lower than the figure of 258 for 2014/15. The drop in delivery reflects investment decisions by registered landlords during the economic downturn and uncertainties over viability due to the social housing rent reduction, fewer Section 106 agreements with developers, and the gap between national Affordable Housing Programmes. However, in the first three quarters of 2016/17 120 affordable homes have already been delivered and it is likely that the pace of delivery will increase as the 2015/18 affordable homes programme is rolled out.

3.6 More energy-efficient homes and fewer people in fuel poverty

Fuel poverty continues to be a significant issue in the Bradford District. The latest figures available from the Department of Energy & Climate Change (DECC) show that 26,621 households (13.2%) in the District were considered to be in fuel poverty in 2014 (slightly down from 14.1% in 2013). Bradford has a relatively high level of fuel poverty due to the high level of deprivation in parts of the District, low household incomes and the poor quality of the dwelling stock.

3.7 Increase in average incomes across the district

The median weekly income for a full time worker living in Bradford in 2016 was £473.50 according to ONS data, which continues to be behind the regional and UK medians of £498.30 and £538.70 respectively. There has been a steady improvement compared to 5 years ago, as the Bradford average is now £19 closer to the Yorkshire and Humber median, and £15 closer to the UK figure than it was in 2011. In Bradford there are more people than national and regional averages employed in lower paid elementary occupations and fewer managers and directors than average, and there has been very little change in employment types in the District for over a decade.

3.8 Improvement in the number of housing advice cases which successfully and sustainably prevent people becoming homeless

There have been steady increases in the number of homeless preventions and reliefs over the life of the strategy, with an uplift of almost a third from 2013/14 to



2015/16 to 3,302. Whilst the 2015/16 total is lower than 2011-13 period, well over 5,000 preventions and reliefs are predicted for 2016/17. The rise in preventions reflects the work of the Housing Options team making positive interventions to households who believe they are threatened with homelessness.

	10/11	11/12	12/13	13/14	14/15	15/16
Preventions and Reliefs	2,091	3,803	3,752	2,493	2,636	3,302

Preventions and reliefs due to casework by Bradford MDC's Housing Options Team (Bradford MDC Data)

The number of households accepted as homeless with a fully duty for the Council to assist has also increased over the life of the strategy to 396, a 14% increase from 2013/14 to 2015/16. Rising presentations and acceptances reflect to some extent the rise in all Housing Options case work, with the number of cases rising 16% to 7,598 over the life of the strategy so far (2013/14 to 2015/16).

3.9 Reduction in number of homeless people placed in Bed and Breakfast and shorter stays in Temporary Accommodation

The average length of stay in Bed & Breakfast (B&B) accommodation has reduced from 13 days in 2013/14, to 12 in 2014/15 and then to 9.5 days in 2015/16. The number of families placed in B&B reduced from 603 to 477 in the same time period, a reduction of 21%. For households placed in any Temporary Accommodation (TA), which is inclusive of B&B, the average length of stay fell from 53 days to 26 then 19 days for the three financial years 2013-16 respectively, representing a 64% reduction. So far the success measure of reducing B&B placements and the average length of TA stay are both being demonstrably met.

4. COMMENTARY ON PROGRESS

Objective 1: More Homes

- 4.1 The Council is committed to ensure that the District meets its need for homes. In this respect the emerging new Local Plan Core Strategy for the District makes clear that the Council will be ensuring sufficient land is identified to meet the district-wide requirement for at least 42,100 new homes in the period up to 2030. This figure includes the backlog for under-delivery in recent years. The Core Strategy sets out a range of policies to support development in line with the presumption in favour of sustainable development in the National Planning Policy Framework (NPPF), and sets out clear policies to support well designed dwellings with a mix of houses which meet the various needs of the community to 2030 including provision of affordable housing.
- 4.2 Since last year significant progress has been made on the Core Strategy with further Examination In Public hearings being held and to consider the representations to the main modifications to the plan published for comment. The Inspector's report was received by the Council in August 2016 which concluded that the plan is capable of adoption subject to a limited set of main modifications. The adoption of the Core Strategy was due to be considered by Executive and Full Council in October 2016 but has been delayed due to the Holding Direction issued by the Secretary of State on 10 October, and is now expected to be adopted later



this year. Further information on the Core Strategy can be found at:
<https://www.bradford.gov.uk/planning-and-building-control/planning-policy/core-strategy-dpd/>

- 4.3 During 2016 there was a general upturn in the number of planning consents given for new housing developments with keen interest in areas such as Silsden, Steeton and West Bradford. Further consents have been given in the Apperley Bridge area following the opening of the new railway station and a number of sites have been promoted on land previously held for other uses such as employment purposes. Outline consent was also given by the Secretary of State for over 400 houses in Bingley (Sty Lane) and reserved matters applications are expected for this key site in 2017. A number of new housing schemes have commenced in Denholme, Cullingworth, south Bradford, Allerton and Apperley Bridge where sales values continue to offer developers reasonable returns and some previously stalled sites have become more viable.
- 4.4 The inner urban areas of Bradford and the City Centre remain challenging in terms of housing scheme viability, especially in the case of brownfield sites. However the Council continues to take a proactive and pragmatic approach to securing development of such sites with reduced s.106 contributions responding to scheme viability for future developers. The Council has also provided a lead in developing in these areas with two of the schemes that the Council is developing taking place in West Bowling and in Barkerend.
- 4.5 In the New Bolton Woods (NBW) area, the Council's joint venture company Canal Road Urban Village Ltd. (CRUVL), established with private development partner Urbo Regeneration Ltd., have already delivered a first phase of residential development providing 50 new homes (including 20 Affordable Rented units). It is expected that the second phase of development will commence in 2017 and will provide some 3,000 sq m of retail/commercial space off Stanley Road that will anchor the new Local Centre element of the scheme. Following securing an outline planning permission for the NBW Regeneration Masterplan, CRUVL are engaged in advanced negotiations with a major UK house builder. Subject to detailed financial terms being agreed and contracted it is hoped that further planning applications for the NBW development of some 500-600 new homes will be submitted by Summer 2017.
- 4.6 As part of the Homes & Community Agency (HCA) Affordable Homes Programme (AHP) 2015-18 Registered Providers in the district have successfully secured funding to deliver 766 homes. This includes 157 homes for rent that the Council will deliver on various sites in its ownership across the district.
- 4.7 The Council has also secured HCA grant to improve the housing offer for people threatened with homelessness and to help older people with care or support needs to live independently. A Homelessness Change Fund 2015-17 bid was successful, and this is being used to refurbish specialist hostel accommodation delivered by Bradford Cyrenians. A Care and Support Specialised Housing fund bid to deliver a 69 unit extra care facility in Oakworth, Keighley, was also announced as successful in 2016. Further HCA funding has been secured by the Council through the HCA's



Shared Ownership and Affordable Housing programme 2016/21 to develop 50 units of affordable housing on a Rent to Buy basis by 2021.

- 4.8 The Council's Development Partner, promoting the residential elements of the Cragg Road, Shipley redevelopment scheme, submitted a Detailed Planning Application for a 'Phase 1' development that will provide 85 new homes including the 50 'Starter Homes' that are the subject of funding assistance received by the Council from the HCA. Preliminary site investigation and remediation works have been commenced on the site, and assuming that a satisfactory planning permission is secured in the coming months, it is hoped that construction works could commence by the end of the year.
- 4.9 Demand for the Empty Homes service continues to be high with 595 service requests being responded to in 2015/16. The work of the Empty Homes Team is a mixture of this reactive and proactive work, the latter generated from the Council's own data and surveys of the district. The team are dealing with approximately 1,000 empty properties at any one time, and influences a large number of owners to bring empty homes back into use. For the year 2015/16, 115 properties were brought back into use through direct intervention by the Empty Homes Team.
- 4.10 Officers in the Housing Service will utilise appropriate products from the full range of options available to them to try to encourage owners to bring their empty homes back into use, however in some cases officers need to utilise the highest sanction against uncooperative owners which is compulsory purchase. Since 2010, the service has voluntarily acquired 29 properties and compulsorily purchased 18 properties. 15 cases are currently on-going (Feb 2017), of which 11 are Compulsory Purchase Orders and 4 are voluntary acquisitions.
- 4.11 The Housing Operations service continues to work in partnership with external organisations to provide the opportunity to purchase empty properties and bring them back into use as rented accommodation for young and vulnerable people in addition to providing support to those young people. These organisations currently include the Bradford Youthbuild Trust, Centrepont, Arise Yorkshire and other smaller charities.
- 4.12 The Bradford Youthbuild Trust have purchased a cluster of 4 empty properties from the Council (acquired through a combination of Compulsory Purchase and Voluntary Acquisition) in a deteriorating street of 10 properties, and have used their renovation as a training facility for young people learning construction / repair trades. This project has transformed the street and provided a solid and sustainable future, whereas without intervention the road would have otherwise continued to decline and potentially been abandoned.
- 4.13 Prior to 2015 the only indicator relating to empty homes reported on the 'snap shot' number of long term empty homes in the district. The indicator did not easily illustrate how many empty properties were no longer empty in the district or allow us to appreciate the scale of the 'churn' of empty properties and the impact this would have on communities. Consequently, in 2015, the Council introduced an additional performance indicator relating to empty homes. The additional indicator reports on



the total number of long term empty properties that have ceased to be empty. The figure is reported on a monthly basis as a rolling 12 month figure. The January 2017 outturn for the indicator is 4,943 – meaning that in the year January 2016 to January 2017, just under five thousand long term empty properties became occupied.

Objective 2: Safe and Healthy Homes

- 4.14 In July 2015 the Building Research Establishment Ltd (BRE) completed a stock modelling exercise for Bradford Council which is intended to support the delivery of the Housing and Homelessness Strategy and enable a targeted intervention approach to improving housing. BRE identified that 18% of all private sector housing and 27% of properties in the private rented sector have the highest level of health and safety hazards and that the estimated cost of mitigating these hazards is £78 million.
- 4.15 The Council continues to provide a reactive service to tackle disrepair issues in the private sector and in the last year identified and took action to deal with 4,140 specific health and safety hazards. The service also carries out proactive work to tackle areas or types of property which pose significant health and safety risks. In January 2016 the Housing Standards team was successful in securing £45,000 of funding from the Department of Communities and Local Government (DCLG) to carry out intensive enforcement inspections of flats above commercial premises along three main arterial routes into Bradford; Leeds Road, Manchester Road and Great Horton Road, and to target properties with outstanding Housing Act Notices on a district wide basis.
- 4.16 The Council provides adaptations to support people with disabilities to live in their homes. The number of initial enquiries and completed grants have continued to increase significantly in 2015/16, with enquiries and completions 23% and 17% higher than the previous year respectively. In 2016/17 the number of grants completed in the first 3 quarters is only slightly short of the total for 2015/16, so it is likely that again there will be an increase year on year. This increasing demand, linked also to a perceived increasing complexity of adaptations needed, is putting significant pressure both on the adaptations team and the Council's capital resources.
- 4.17 For DFGs the Council offers an in house agency service which over 80% of clients choose to use. The agency service appoints a contractor and takes responsibility for managing all works on site. On completion of works a 12 month defects liability is provided. The service has a framework of contractors to deliver agency work at more competitive rates resulting in 20% more cases being delivered for the same budget than before the framework was used. During 2015/16 the Council has completed a procurement process for the contractors on the DFG framework. This new framework is now in place for the next 3 years.

Objective 3: Affordable Homes

- 4.18 In addition to undertaking developments itself, the Council works with a number of partners to deliver new affordable housing. Both the Council and its partners were



particularly successful in securing grant support under the HCA's Affordable Housing Programme for 2015 – 2018 (AHP2) for 766 affordable homes. The Council will be delivering a total of 157 units on 7 sites as part of the programme, including 18 supported temporary accommodation housing units for homeless households at Clergy House and Jermyn Court, which have recently been completed and occupied. In addition the Council will be delivering 69 extra care units for the elderly and 49 market sale units.

4.19 Work to deliver domestic energy efficiency retro fit programmes to homes within the Bradford District has been significantly affected in the past few years by changes to national policy and the resulting reduction of funding available from the Energy Company Obligation (ECO) scheme. However, Bradford Council has been successful in obtaining additional funding to deliver various initiatives to provide domestic home energy efficiency measures to private sector households. These have included:

- **Green Deal Fund Community Scheme-** Working with the WYCA Better Homes Yorkshire programme, funding was obtained for external cavity wall insulation to treat 'Right to Buy' private sector homes, with 197 measures completed since 2014, along with 31 inner city households experiencing fuel poverty receiving energy efficiency measures (mainly 'roof in the roof insulation').
- **Central Heating Fund Project-** Funding obtained to provide 46 households experiencing fuel poverty with central heating, along with practical assistance to use the system efficiently and source a competitive energy supplier.
- **Tackling Fuel Poverty Programme-** The Better Homes Yorkshire Partnership successfully bid for £5 M from the Local Growth Fund in July 2016. Phase 1 includes £1.2 M of external wall insulation to tackle fuel poverty in deprived areas of Bradford, with 60 measures completed in the Thorpe Edge area, 40 in the Brierley locality, and 20 further measures due in 2017/18.

4.20 Bradford Council is part of the Leeds City Region (LCR) Better Homes partnership, set up by the West Yorkshire Combined Authority in April 2015, consisting of 10 LCR local authorities, the WYCA and a private sector partner, Keepmoat collaboratively with Fortem. This partnership delivers the Better Home Yorkshire programme which exclusively offers Local Authority backed domestic energy efficiency measures to private sector households throughout the LCR. The Council has also worked with Public Health to support the local voluntary sector through the Warm Homes Healthy People Partnership to offer free home energy advice to households at risk of fuel poverty. Bradford Council is also working in partnership with neighbouring local authorities to deliver further initiatives to address fuel poverty and promote affordable warmth in the district. These include:

- **White Rose Energy-** In January 2017, the Executive approved Bradford Council to enter into a partnership with Leeds City Council to promote White Rose Energy, a not for profit energy services company providing fair energy prices to residential properties across the region. 'Low cost' energy tariffs will be offered



to all residents, including those on pre-payment meters by enabling them to switch to the fairest pre-payment tariff or credit meter.

- **Energy Repayment Loans-** The Council has been working on a regional basis to develop an Energy Repayment Loan (ERL), which was approved by the Executive in December 2016. The ERL is interest free and target homeowners who may struggle to access loan finance, to enable them to benefit from energy efficiency measure through national and regional programmes.

- 4.21 The Government has abandoned the Zero Carbon Homes building regulations that were due to come into force in 2016. This will significantly hamper the delivery of higher energy performance standards in new homes, particularly where developers already experience significant viability issues due to depressed retail prices.

Objective 4: Support Independence and Prevent Homelessness

- 4.22 The No Second Night Out (NSNO) service, commissioned in October 2015, provides holistic support for rough sleepers, including street outreach, emergency accommodation and assistance into settled housing. In the first year of the NSNO service, 439 clients accessed the service, of which 325 were provided with temporary accommodation and 169 moved on to more secure accommodation. Within its first year the NSNO service also provided specific cold weather provision for 161 clients when the temperature was forecast to fall to 0°C or lower during the night.
- 4.23 The Housing Options service has improved its private rented sector offer via the introduction of a Private Sector Lettings Scheme, to enhance the range of affordable, decent quality private rented homes available for people in housing need. Since the Private Sector Lettings Scheme was established in November 2015, over 970 households have been referred onto the scheme, and nearly half of these have been offered private rented accommodation resulting in 190 new tenancies created.
- 4.24 The 18 new units of temporary accommodation for homeless households which were completed in January 2017 using HCA grant funding, are now fully occupied. The accommodation, at Clergy House and Jermyn Court in the city centre, gives the Council enhanced capacity and flexibility to better meet the short term accommodation needs of homeless households, providing a suitable offer to meet a range of needs.
- 4.25 Bradford has been successful in increasing the rate of homelessness preventions and reliefs over the past three years. Compared to the total number of households in the District, the Council's Housing Options team managed over 16.1 preventions and reliefs per 1,000 households in 2015/16, rising from 12.9 per 1,000 in 2014/15, and 12.3 per 1,000 in 2013/14. The prevention and relief rate for England was 9.3 per 1,000 in 2015/16 falling from 9.7 in 2014/15 and 10.2 in 2013/14. The increase in preventions in Bradford against a national backdrop of falling figures is testimony to the early intervention advice and case work provided by the Housing Options team, and the current options available in the district for households threatened with homelessness.



- 4.26 The re-commissioning of housing related support (HRS) was undertaken throughout 2016 in line with key budget decisions made by the Council. HRS provides a number of critical services which target homelessness, including accommodation based support and floating support for key client groups. Contracts have been awarded for the provision of services for clients with multiple needs, high risk ex-offenders and young people at risk including teenage parents. These re-commissioned services have already commenced or in the case young people at risk will commence by May 2017. An innovative 'Gateway' to HRS was launched during 2016, this now provides all clients with a single point of access to housing advice, homelessness and housing-related support, all delivered through a single assessment undertaken by Housing Options. All accommodation and support placements are now co-ordinated and administered through this one system.

5. KEY FUTURE CHALLENGES

There has been demonstrable progress towards the objectives in the strategy, which has resulted in holistic improvements to the housing offer in the district. Despite these improvements, the Council and its partners face a number of significant future challenges in relation to housing and homelessness. These include:-

- 5.1 The **Housing and Planning Act** was approved in Parliament in 2016 and key elements of this will be implemented in 2017/18. This is a wide-ranging piece of legislation that will have significant impacts on a number of housing and planning activities including housing enforcement in the private rented sector. In particular, the Council will now be expected to impose civil penalties (fines) for non-compliance with housing enforcement notices and impose banning orders on rogue landlords (who will then be recorded on a national database). There has been little detail on what these powers will entail and the lead-in time for implementation is expected to be short, even though this may involve significant changes in the way that housing enforcement is currently conducted.
- 5.2 The **Homelessness Reduction Bill**, which is expected to be enacted later in 2017, will place new duties on councils to prevent homelessness regardless of whether or not the household is considered to be in 'priority need'. The new legislation is expected to significantly increase both the number of customers that the Housing Options teams will deal with, and also the volume of casework undertaken to deal with a typical case. There will also be increased pressure to source a wider range of accommodation options for people in housing need.
- 5.3 Continued **welfare reform** measures will have a greater impact on Bradford compared to the country as a whole due to Bradford's higher proportion of larger households. The lowering of the benefit cap to £20k, which started in earnest this year, will affect most families that have a 3 bedroom housing need or above, and Child Tax Credits will be limited to 2 children from April 2017 for children born from that date. Other major reforms include measures to peg rents in the social sector to the Local Housing Allowance (LHA) rate from April 2019, and under 35 year old single people being only entitled to the shared accommodation rate of LHA. These reforms will impact adversely on both families and single people caught within the



new rules. The roll out of Universal Credit to all households over the coming years along with the package of welfare reform measures, will compound housing affordability issues for many households, and also make it more difficult to find sustainable housing solutions for many of the households affected.

- 5.4 In relation to the '**More Homes**' objective, there remains a real question about whether current market conditions, coupled with rising construction costs and a lack of construction skills will give developers the confidence to develop the additional new homes that the district needs. The Housing White Paper seeks to address issues fettering housing supply, however there is little detail provided about changes to planning policy, and it is not yet possible to predict its likely success.
- 5.5 In relation to **affordable homes**, the proposed 10% affordable home ownership policy on new sites with 11 or more dwellings would reduce the number of new affordable homes delivered through s.106 agreements, and it is the affordable rent tenures that better meet the district's housing needs currently. Viability for developers has been a longstanding issue in Bradford, and in terms of affordable housing delivery, the lack of certainty over future rent income streams and the LHA cap compromises the supply of new affordable rented housing.
- 5.6 Despite sizeable reductions in the number of long term **empty homes**, Bradford still has comparatively high levels compared to regional and national averages. Therefore there needs to be a continued focus on bringing long term empty homes back into use, as they are not only a wasted resource, but can also have a detrimental impact on our neighbourhoods. To assist with this, the Empty Homes Action Plan has been formally reviewed and updated and will now sit under the Housing and Homelessness Strategy – see <https://www.bradford.gov.uk/media/3793/empty-homes-action-plan-feb-2017-final.pdf>.
- 5.7 Whilst **owner occupation** is still the preferred tenure for many, low income households struggle to access mortgages. The housing market across the district is complex – in some areas there isn't enough of the right type of accommodation, particularly affordable housing and homes suitable for our ageing population, but there are also some areas with a concentration of poorer quality, lower demand private housing.
- 5.8 There continues to be insufficient investment in ageing **private sector housing** stock, either privately rented or owner occupied. While the Council has been actively promoting the availability of Home Appreciation Loans for eligible low income owner occupiers, there is an ongoing need to better co-ordinate resources between health and housing agencies, in recognition of the cost to NHS services of people living in homes which are hazardous for health – e.g. properties with hazards associated with damp, excess cold and falls.
- 5.9 The Government is making big changes to the way **funding for supported housing** is administered from 2019. Supported housing rents will be capped at the LHA rate from April 2019, but where care or support is provided, making the rent often much higher than LHA rate, the difference will then be covered by a grant administered by the local authority. There are no details available yet on how the



'top-up' grant will be calculated or administered, and as a consequence there is great uncertainty within the supported housing sector, and the potential that new schemes will be shelved, or existing schemes wound down, if there is no certainty over long-term funding. The supported housing sector in the district provides a huge amount of essential accommodation services, including sheltered housing, and housing for many other vulnerable groups including homeless people, people with learning disabilities and people fleeing domestic violence.

- 5.10 There is continued demand for **adapted properties**, and homes suitable for people with learning disabilities and other complex needs. With the over-65 population estimated to increase by 38% from 2014 to 2018 (ONS subnational population projections), these upward trends are unlikely to diminish.

6. FINANCIAL & RESOURCE APPRAISAL

- 6.1 There are no direct financial or resource implications arising from this report.

7. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 7.1 There are no significant risk or governance issues arising from this report.

8. LEGAL APPRAISAL

- 8.1 There are no significant legal issues arising from this report.

9. OTHER IMPLICATIONS

9.1 EQUALITY & DIVERSITY

The Housing and Homelessness Strategy sets out an explicit commitment to reducing inequalities, and recognises that housing has a big part to play in promoting equality of access and support, and in tackling inequalities.

9.2 SUSTAINABILITY IMPLICATIONS

The strategy seeks to support the sustainability of the district and its communities through prioritising the provision of suitable, affordable housing to meet the needs of our growing population and by retrofitting existing dwelling stock to improve its long-term viability.

9.3 GREENHOUSE GAS EMISSIONS IMPACTS

Environmental sustainability and energy efficiency are key features within the strategy. The strategy aims to address the need to improve energy efficiency within the district's housing stock, and to promote the adoption of low and zero carbon technologies in new homes.



9.4 COMMUNITY SAFETY IMPLICATIONS

No direct community safety implications, however the strategy does seek to support the creation of safe, welcoming and sustainable neighbourhoods

9.5 HUMAN RIGHTS ACT

The Human Rights dimension of housing is recognised in the United Nations Covenant on Economic, Social and Cultural Rights, which includes the right of everyone to an adequate standard of living for himself and his family, including adequate housing. The United Kingdom is legally bound by this treaty. The Council also has regard to good practice in housing particularly those that adhere to guidance contained in: 'Deciding Rights - Applying the Human Rights Act to Good Practice in Local Authority Decision-Making' (LGA).

9.6 TRADE UNION

There are no trade union implications arising from this report.

9.7 WARD IMPLICATIONS

There are no specific ward implications identified, as the strategy is district-wide in its focus. However, the development of many programmes and projects relating to housing development, housing improvements, housing support and neighbourhood development is focused on specific localities. The successful implementation of the strategy will generate social and economic benefits for all wards across the district.

10. NOT FOR PUBLICATION DOCUMENTS

None

11. OPTIONS

There are no options being presented in this report.

12. RECOMMENDATIONS

- 12.1 That Members note progress made towards the objectives of the Housing and Homelessness Strategy.
- 12.2 That Members continue to receive an annual review of progress against success measures outlined in the Housing and Homelessness Strategy.

13. APPENDICES

None



14. BACKGROUND DOCUMENTS

'A Place to Call Home: Housing and Homelessness Strategy for Bradford District 2014 – 19' - see:

<http://www.bradford.gov.uk/NR/rdonlyres/06C952E8-DA02-4E79-A9F3-AD1DDF02365F/0/HousingandHomelessnessStrategy.pdf>

'Tackling Empty Homes in the Bradford District - Action Plan 2017 – 2019' see:-

<https://www.bradford.gov.uk/media/3793/empty-homes-action-plan-feb-2017-final.pdf>



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Report of the Assistant Director Economy and Development to the meeting of the Regeneration and Economy Overview & Scrutiny Committee to be held on 27 April 2017

AB

Subject:

HOUSING ALLOCATIONS POLICY REVIEW

Summary statement:

This report seeks to gather policy suggestions from Members of the Regeneration & Economy Scrutiny Committee as part of a review of the district's housing allocations policy. The revised policy will be presented to the Council's Executive at its meeting on 13 June 2017 for adoption.

Shelagh O'Neill
Assistant Director-Economy and Development

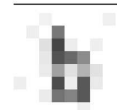
Report Contact: Yusuf Karolia
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Portfolio:

Health and Wellbeing

Overview & Scrutiny Area:

Regeneration and Economy



1. Summary

- 1.1 This report seeks to gather policy suggestions from Members of the Regeneration & Economy Scrutiny Committee as part of a review of the district's housing allocations policy. The revised policy will be presented to the Council's Executive at its meeting on 13 June 2017 for adoption.

2. Background

- 2.1 The current social housing allocations policy for the Bradford District was agreed by the Executive in January 2014 and since then, a number of changes and impacting factors have necessitated the current review.
- 2.2 The allocations policy adopted in 2014 represented a significant shift in approach by replacing Choice Based Lettings (CBL) with a new Value Based Lettings (VBL) scheme. The shift incorporated learning from CBL including issues around bidding for properties, re-let times, administration process etc. VBL offered a computerised matching system as opposed to active bidding by applicants. The VBL system has been operating for the past 3 years and the learning from that has been incorporated into this review process.
- 2.3 As the Council is a limited stockholding authority, our social housing allocations function is delivered primarily through a nominations process with the district's Registered Providers (RPs) and other participating landlords. RPs have a duty to cooperate with housing authorities, where the authority requests it through Nomination Agreements. Nominations Agreements with locally operating RPs are already in place and these set out the proportion of lettings that will be made available to applicants on the Council's Housing Register. The existing agreements require all RPs (apart from Incommunities) to provide a minimum of 50% of their voids. The agreement with Incommunities is to make available 75% of its void stock through the VBL system.
- 2.4 RPs operating within the District are required to co-operate with any reasonable requests in delivering the objectives of the policy and in improving its effectiveness in the pursuit of allocating housing and in discharging the statutory duty to prioritise applicants on the housing register.
- 2.5 There are approximately 30,000 social homes in the district. Almost all of these are owned by around 20 different RPs (Housing Associations). Around two-thirds of the social stock is owned by Incommunities. Other RPs include Manningham Housing Association, Accent Group, Hanover Housing, Places for People, Yorkshire Housing, Home Group, Housing 21 and Your Housing Group. Bradford Council has developed around 176 new social homes, with another 139 in the pipeline. These Council properties are managed by Incommunities.
- 2.6 **Current System**

In the current VBL system properties are allocated by prioritising applicants depending on government guidance/legislation and locally determined priorities.



This is achieved through a banding system rather than awarding points. Registration date is used to prioritise within the individual bands. The bands, in priority order, are as follows:

- A. Statutory Need band – these include households who are owed the main statutory homeless duty
 - B. Urgent Need band - households in unsuitable housing/circumstances requiring urgent re-housing (e.g. Medical, Domestic Violence cases, over/under occupied by 2 bedrooms etc)
 - C. Reasonable Preference band (e.g. Non priority homeless, over/under occupied by 1 bedroom etc)
 - D. General Need band (all those not covered by the above three bands)
- 2.7 All applicants for social housing are assessed strictly against the banding criteria set out in the Allocations Policy and no discretion is applied for individual cases. This is to avoid costly legal challenges to local authority decisions.

2.8 Current VBL Housing Register

Table 1: Breakdown of the number of applicants per band (as at 2nd Dec 2016)

Priority Bands	Household Applicants
Statutory Need	115 (0.9%)
Urgent Need	1,273 (10.7%)
Reasonable Preference	2,468 (20.9%)
General Need	7,947 (67.3%)
Total	11,803

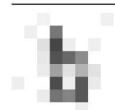
- 2.9 Applicants in the lowest band, General Need, represent the largest group as the award of higher banding is tightly defined by the Allocations Policy.

2.10 Lettings by band

Table 2: Lettings by Band during 2015/2016 – Incommunities properties only

	Number	Percentage
Statutory Need	198	8%
Urgent Need	1021	41%
Reasonable Preference	684	28%
General Need	579	23%
TOTAL	2482	

41% of all Incommunities lettings went to those in urgent need.



2.11 Legislative Framework

S159 of the Housing Act 1996 (and amended by the Homelessness Act 2002) requires local authorities to either;

- allocate housing accommodation when they select a person to be a secure or introductory tenant of local authority housing, or
- nominate a person to be a secure or introductory tenant of housing accommodation held by another person (i.e. another local authority), or
- nominate a person to be an assured tenant of housing accommodation held by a registered provider (RP).

S167 requires local authorities to have a scheme (their “allocation scheme”) for determining priorities and the procedure to be followed, in allocating housing accommodation.

S170 enables co-operation between RPs and local housing authorities:

‘Where a local housing authority so request, a registered social landlord shall co-operate to such extent as is reasonable in the circumstances in offering accommodation to people with priority under the authority’s allocation scheme’

Reasonable Preference- Government guidance states that local housing authorities in England must frame their allocation scheme so as to give some preference to households that fall within a *statutory reasonable preference* category. These categories are;

- homelessness,
- residence in overcrowded, insanitary or otherwise “unsatisfactory” housing,
- those needing to move due to medical or welfare reasons, or to avoid “hardship”.

2.12 Private Rented Sector and other housing options

The Localism Act enabled local authorities to end their homelessness duty by making an offer of a tenancy in the private rented sector (PRS) if it is suitable with a minimum fixed-term tenancy of 12 months. ‘Suitability’ is defined in legislation and encompasses the size of the accommodation, affordability, a health and safety assessment of the property and its location. This list is not exhaustive and there are other issues that can be considered in a composite assessment. The current policy allows the use of the PRS for discharging duty and to offer PRS as a further choice in the allocations system. The Council has been actively working with private landlords recently to offer up their properties for applicants on the Housing Register list.

Q1. What are Members’ views on the use of the private rented sector (PRS) to discharge the homelessness duty and to use the PRS generally as another form of housing choice?



3. Key strategic principles

There are four key strategic principles proposed for the revised Allocations Policy, which will be used to determine the allocations criteria:

- To prioritise those people who the Council owes the main housing duty to and those where rehousing would help to meet other key Council priorities e.g. Care Leaver housing, Foster Carers etc
- To prioritise those in greatest housing need particularly those at imminent risk of becoming homeless
- To minimise the use of and length of stay in temporary accommodation
- To support Registered Providers and applicants in achieving sustainable communities.

Q2. Do Members agree with these principles?

3.1 Prioritisation categories

The Council is proposing to move to a 6 band structure, with bands ranked from Band 1 (highest priority) to Band 6 (lowest priority) as outlined in the table below. Against each band, there is a list of the criteria / qualifying circumstances which would fall into each band. These categories are those which local authorities are normally required to rank or identify a system of prioritisation for. The list of categories within each band is in no particular order, and is not exhaustive.

- **Band 1 Statutory / Service Need** - these include households who are owed the main statutory homeless duty and those who whose housing needs arise from other council service priorities / duties, e.g Care Leavers, Foster Carers
- **Band 2 At risk of homelessness** - households who need assistance to prevent them from becoming homeless (to deal with the Homelessness Reduction Bill's prevention duty)
- **Band 3 High Need** - households in unsuitable housing requiring urgent re-housing
- **Band 4 Medium Need** - households with a band 1, 2, 3 need but with no local connection to the District and households in unsuitable housing but with less urgent need than those in Band 3
- **Band 5 Low Need** - households with a band 4 need but with no local connection to the district and those with low housing need
- **Band 6 General Need** - those who do not fall in any of the above categories

Q3. Members are asked to provide their views on the banding categories?



BAND 1 – STATUTORY / SERVICE NEED In no priority order	Examples of Qualifying Circumstances / Summary of Criteria
<p>Applicants who are homeless (and not intentionally homeless) and owed the main housing duty by Bradford Council.</p>	<p>All homeless people as defined in Part VII of the Housing Act 1996 who are owed the main housing duty following a homelessness assessment under section 193 or 195 of the Housing Act 1996.</p>
<p>Approved foster carers or adopters supported by Bradford Council.</p>	<p>Applicants who are approved foster carers or approved to adopt by Bradford Council's Fostering and Adoption Team, who need to move or secure a larger home in order to accommodate a looked after child will qualify for this band. Evidence from social services will be required before awarding this band.</p>
<p>Applicants who are Care Leavers of Bradford Council and children assessed by Bradford Council's Children Services Department as in need or at risk (where housing is a factor)</p>	<p>Applicants are awarded this category in accordance with protocols agreed between the Council's Housing Options Service and the Children Services Department. Applicants must be a former 'Relevant Child' as defined by the Children Leaving Care Act 2002 and be a young person at risk who may be owed such duty. Normally such a young person would have a housing related support package brokered either through Leaving Care Service or Housing Options and would be Tenancy Ready unless exceptionally there is joint agreement that the Council's duties require a different approach.</p>
<p>Hospital Discharge - Bed blocking</p>	<p>Applicants 'bed blocking' in hospital requiring urgent discharge, i.e. where a client is occupying a hospital bed that they no longer need, but cannot be discharged home due to unsuitability of their present accommodation which cannot be made suitable through adaptations due to cost, structural difficulties or the property cannot be adapted within a reasonable amount of time.</p>
<p>UK Armed Forces Personnel</p>	<p>Applicants who would qualify either for Band 2 or Band 3 due to their housing need but are also:</p> <ul style="list-style-type: none"> • Former members of the Armed Forces • Applicants who are serving members of the Armed Forces who need to move because of a serious injury, medical condition or disability sustained as a result of their service



	<ul style="list-style-type: none"> Applicants who are bereaved spouses or civil partners of members of the Armed Forces leaving Services Family Accommodation following the death of their spouse or partner. Applicants who are serving or former members of the Reserve Forces who need to move because of a serious injury, medical condition or disability sustained as a result of their service. <p>Evidence will be required to substantiate the above.</p> <p>Local Connection criteria will not be applied to this category.</p>
Where the Council's Housing Standards team has served an Emergency Prohibition Order.	Housing Standards have identified an imminent risk of serious harm in the applicant's current home which has resulted in a need to serve an Emergency Prohibition order and it would not be safe for the occupants to remain.
High risk victims of domestic abuse recommended by Multi-Agency Risk Assessment Conference (MARAC) for urgent re-housing.	High risk victims of domestic abuse who are subject to MARAC as part of an agreed safety plan will be placed in Band 1.
BAND 2 – AT RISK OF HOMELESSNESS In no priority order	Examples of Qualifying Circumstances / Summary of Criteria
Applicants experiencing or fleeing domestic abuse	Applicants who need to move due to domestic abuse and who are not at risk of immediate danger following a housing options assessment or a referral from a domestic violence refuge or a domestic violence partner agency.
Applicants experiencing or fleeing harassment or others forms of abuse (race, gender, sexual orientation, disability, religion or belief etc) which would lead to homelessness / psychological harm.	Households suffering harassment and or other forms of abuse (race, gender, sexual orientation, disability, religion or belief etc) or threatened or actual violence which is likely to cause psychological harm and necessitates an urgent need for rehousing. E.g. neighbourhood disputes/racial harassment incidents/hate crime resulting in intimidation or serious threats or damage to property which is recurrent. Appropriate enquiries will be made including



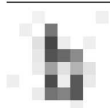
	requirement for medical evidence before awarding this band.
Rough sleepers assessed and referred by No Second Night Out (NSNO) service	This category is aimed at supporting the Council's NSNO service work with rough sleepers and to assist those clients who NSNO deem are tenancy ready to move on from the service.
Displaced by family, friends or from settled accommodation within 56 days	<p>An assessment of an applicant's need due to being displaced by family, friends or from settled accommodation like prisons or tied accommodation will be made by the Council taking into account information provided by one or more of the following:</p> <ul style="list-style-type: none"> • Family/friends • Social Services, Youth Workers, Probation and other relevant professionals • A voluntary sector organisation representing the applicant. <p>As part of the assessment the possibility of reconciliation and other preventative options will be explored by Housing Options before determining the award of this band.</p>
Landlord has served a valid notice to quit, intends to apply to court for possession of the property and there is no defence against possession proceedings.	Applicants with an assured shorthold tenancy who have been served a valid notice to quit where the landlord intends to make an application for possession and there is no defence against possession proceedings. Evidence will need to be provided.
BAND 3 – HIGH NEED In no priority order	Examples of Qualifying Circumstances / Summary of Criteria
Urgent medical, welfare grounds or disability	<p>Where an applicant's medical, health or welfare condition is such that rehousing is required to provide a basis for the provision of suitable care.</p> <p>The applicant's condition is severe and their existing accommodation is a major contributory factor.</p> <p>The applicant's health is severely affected by the accommodation to the extent that it is likely to become life threatening. For example, where an applicant has significant mental health problems</p>



	<p>which are exacerbated by their accommodation.</p> <p>Disabled applicants who have restricted or limited mobility and are limited by their accommodation and unable to carry out day to day activities (Disability Discrimination Act 1995) or have difficulties accessing facilities inside and outside of their accommodation and require rehousing into accommodation suitable for their use.</p> <p>Applicants will only be placed in this band if rehousing to more suitable accommodation would stabilise or improve their health and wellbeing.</p> <p>An assessment of an applicant's need to move due to urgent medical, welfare ground or disability will be made by the Council taking into account supporting information provided by the applicant from one or more of the following:</p> <ul style="list-style-type: none"> • An applicant's GP or consultant. • Social Services. • Occupational Therapist. • Age Concern or any other voluntary sector organisation representing the applicant.
Applicants who need an adapted property	<p>Applicants who are disabled or have complex health or care needs requiring specialist accessible accommodation and where the nature of the adaptations required is materially different from those in their current home and it is not feasible to carry out the adaptations due to financial constraints and/or the property is unsuitable for adaptation.</p> <p>Social housing tenants in specialist adapted properties in areas of high demand and in properties of high demand and who no longer require those adaptations can be placed in this band in order to facilitate a move to make best use of stock. However each applicant will be considered on a case by case basis.</p>
Overcrowded by 2 or more bedrooms	<p>Applicants who are severely overcrowded according to the Bedroom Standard. For this band, applicants must lack 2 or more bedrooms than the number which the household is eligible</p>



	<p>for.</p> <p>Evidence will be required.</p>
Move on from Supported Accommodation.	<p>An applicant in supported accommodation who has been assessed as suitable for independent living by the Provider as per the Tenancy Ready Framework.</p> <p>If an application is made when the individual is not ready for independent living the application will be placed in Band 6 until such a time as the individual is ready to move on when it will be placed in Band 3 as appropriate.</p>
Applicants suffering financial hardship where moving would alleviate their hardship	Applicants who are suffering from financial hardship (e.g. loss of income, benefit reductions, change of circumstances, under occupation) where rehousing will alleviate the hardship will be eligible for this band. An affordability assessment (based on affordability calculator) will be carried by the Housing Options before placing applicants in this band.
Applicants who need to move to a particular locality within the District, where failure to meet that need would cause hardship to themselves or others.	<p>This category applies to those who need to move to a particular area within the Bradford District boundary, where failure to meet that need would cause hardship to themselves or others. This includes the need to move to a specific location for employment reasons and also to give or receive care where evidence is provided.</p> <p>Social housing tenants in the District who wish to move to be nearer their employment, education or training to ease hardship will be required to provide evidence.</p>
<p>Social Housing tenants from outside the District who:</p> <ul style="list-style-type: none"> • need to move to the District to avoid hardship (s.166 (3) (e)) • Need to move because the tenant works in the District • Need to move to take up an offer of work 	<p>Hardship grounds (other than for work reasons) would include, for example, a person who needs to move in order to give or receive care, or to access specialised medical treatment.</p> <p>Where the need to move is due to employment, education or training the applicant will need to prove that failure to move would cause them hardship. The LA will take into account the following in determining hardship due to work:</p> <ul style="list-style-type: none"> • The distance and/or time taken to travel between work and home



	<ul style="list-style-type: none"> • The availability and affordability of transport, taking into account level of earnings • The nature of the work and whether similar opportunities are available closer to home • Other personal factors, such as medical conditions and child care, which would be affected if the tenant could not move • The length of the work contract • Whether failure to move would result in the loss of an opportunity to improve their employment circumstances or prospects, for example, by taking up a better job, a promotion, or an apprenticeship <p>The definition of work does not apply to work which is short-term or marginal in nature, or if it is ancillary to work in another district. Voluntary work is also excluded.</p> <p>This category covers the requirement under the Statutory Right to Move policy. The Council's Local Connection criteria will not apply to this category.</p>
Unsatisfactory housing conditions in the Private Sector where there is one or more Category 1 hazards.	This band will be awarded where the Council's Housing Standard's team identify that a person's home has at least one Category 1 hazard, (excluding overcrowding) for which there must be a high likelihood of an occurrence that could cause harm or a Suspended Prohibition Order has been served and there is no reasonable likelihood that the landlord will address the problems.
Applicants who are homeless but found intentionally homeless or non-priority following the statutory homelessness assessment by Bradford Council	Applicants who following an assessment under Part 7 of the Housing Act 1996 (as amended by the Homelessness Act 2002) were found to be intentionally homeless or non-priority.
BAND 4 – MEDIUM NEED	Examples of Qualifying Circumstances / Summary of Criteria
Applicants who fall into either Band 1, 2 or 3 due to their circumstances but who do not have a local connection in Bradford.	



Applicants with a health or welfare need related to the current housing circumstances where moving would improve their health.	<p>An applicant's housing is unsuitable for health reasons or for the occupant's specific needs related to disability, but whose present accommodation does not cause serious barriers to day to day activity or whose life is not at risk due to their current housing.</p> <p>An assessment of an applicant's need to move due to ill-health or disability will be made by the Council taking into account information provided by the applicant from one or more of the following:</p> <ul style="list-style-type: none"> • An applicant's GP or consultant. • Social Services. • Occupational Therapist. • Age Concern or any other voluntary sector organisation representing the applicant.
Overcrowded by 1 bedroom	<p>Applicants that are overcrowded according to the Bedroom Standard. For this band, applicants must lack 1 bedroom than the number which the household is eligible for.</p> <p>Evidence will be required.</p>
BAND 5 – LOW NEED	Examples of Qualifying Circumstances / Summary of Criteria
Applicants with a low housing need	Applicants who fall into Band 4 due to their circumstances but who do not have a local connection to Bradford.
BAND 6 – GENERAL NEED	Examples of Qualifying Circumstances / Summary of Criteria
Applicants who don't fall into any of the above categories.	<p>Applicants who don't fall into any of the above categories.</p> <p>Homeowners (including joint and sole owners) with equity over £60k will be placed in this band (unless the applicant requires sheltered accommodation / extra care scheme, or has a medical, disability or statutory homeless need)</p>



3.2 Application renewal/closure

Applications are closed for many reasons including when someone is re-housed but experience suggests that many people's housing circumstances change yet they still remain on the waiting list for years.

Under the revised policy, applicants will be required to renew their applications periodically e.g. every 12 months. This will ensure the data is regularly cleansed and applicants are reminded to re-assess their housing situation.

Q4. What do Members think about requiring applicants to renew their applications periodically e.g. every 12 months?

3.3 Homelessness Reduction Bill

Through the Homelessness Reduction Bill, which is currently passing through Parliament, a number of amendments to Part 7 of the *Housing Act 1996* are being considered which seek to strengthen the local authority duty to prevent homelessness. Key measures include:

- An extension of the period during which an authority should treat someone as threatened with homelessness from 28 to 56 days.
- Clarification of the action an authority should take when someone applies for assistance having been served with a section 8 or section 21 notice of intention to seek possession from an assured shorthold tenancy.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness.
- A new duty to relieve homelessness for all eligible homeless applicants.
- A new duty on public services to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless

3.4 Whilst the above measures will require changes to the way the Housing Options Service operates, the housing allocations policy also offers an opportunity to address the Council's prevention objectives by prioritising those at risk of homelessness.

3.5 Policy fact sheets relating to the Homelessness Reduction Bill were published by DCLG in December 2016. The Bill, which has attracted Government and cross-party support, received its second reading on 28 October 2016 and it is expected to receive support to become an Act of Parliament during 2017.

3.6 Right to Rent

From 1st February 2016 it became a requirement for local authorities and landlords to undertake Right to Rent checks on applicants on the Housing Register. Right to Rent requires landlords to ensure immigration eligibility checks are carried out prior to letting properties to prospective tenants. To minimise the administrative burden, the Council, instead of carrying out full and thorough checks at the point of



application to the housing register, is proposing that Registered Providers carry out Right to Rent checks at the point of making an offer of a tenancy i.e. when RPs carry out their suitability checks. Applicants' right to rent status may change between registration and being offered a property.

Q5. Do Members agree with this approach?

3.7 Qualification Criteria

Guidance allows local authorities to set qualification criteria and exclude certain categories of applicants. This approach not only necessitates a high degree of administration but can be open to legal challenge, particularly where protected characteristics are affected. In the current Policy (2014-17) the Council operates an open register and does not restrict applicants by imposing qualifications.

As the current practice has worked well, we are suggesting that we retain an open process without excluding applicants, other than those deemed ineligible on immigration status by statute.

Q6. Do Members agree with this approach?

3.8 Armed Forces

The regulations require "additional preference" to be given to members of the armed forces and/or their families and dependants whose circumstances would qualify them for reasonable preference in the allocation of social housing in England. The current policy already adheres to this requirement. However in the draft policy we are proposing enhanced support in the form of waiting time backdated to their length of service.

Q7. Do Members wish to give enhanced priority to former Members of the Armed Forces in addition to the 'Reasonable Preference' currently applied?

3.9 Local Connection

The government, through guidance, recommended the implementation of a 2 year residency requirement as part of local authority qualification criteria. However some LAs chose to adopt this whilst others like Bradford did not. Those LAs that have adopted a residency requirement face the risk of legal challenge due to *R (on the application of HA) v Ealing LBC (2015)* where it was concluded that local connection could not be used to exclude an applicant with a reasonable preference need. However it is possible to prioritise local people over those with no local connection to the District through the banding framework. We are proposing to adopt a method of prioritising local people by awarding a lower priority in the banding system to those with no local connection.



Q8. Do members agree with this approach?

4. The Consultation Process

- 4.1 When drawing up its local allocations scheme, or making any significant changes to it, a local authority is required to consult RPs with whom it has nominations arrangements. It is also recommend that other bodies such as social services and health authorities are consulted. A minimum 12 week consultation period is recommended.
- 4.2 The draft policy will be finalised following public and partner consultation, in particular with RPs, service users, multi-agency partnerships such as the Bradford Housing Association Liaison Group, the Homelessness Core Group, District Tenants Federation and Elected Members.
- 4.3 The following consultations have already taken place:
- Registered Providers consultation 7 September, 8 December 2016 and 21 March 2017
 - Bradford Housing Association Liaison Group on 13 September 2016
 - Bradford District Tenants and Residents Federation Group - 23 February 2017
 - Equality Together - service user group - 15th March 2017
 - Homelessness Core Group - 23rd March 2017

Scheduled consultations:

- Political groups (TBA)
- Public consultation via website end date 21 April 2017
- Registered Provider consultation end date 28 April 2017 (full policy document)

5. OTHER ISSUES

5.1 Policy 'Go live' date

It is expected that once the policy is adopted by the local authority, there will be work to design and develop the tools to implement the process. There will therefore be a gap between adoption of the policy and its full implementation. Implementation may require the development of a new IT system and this will be carried out in a timely manner.

6. FINANCIAL & RESOURCE APPRAISAL

- 6.1 There are no direct financial or resource implications arising from this report.



7. RISK MANAGEMENT AND GOVERNANCE ISSUES

7.1 There are no significant risk or governance issues arising from this report.

8. LEGAL APPRAISAL

8.1 There are no significant legal issues arising from this report.

9. OTHER IMPLICATIONS

9.1 EQUALITY & DIVERSITY

The Housing and Homelessness Strategy (the Housing Allocations Policy sits under this Strategy) sets out an explicit commitment to reducing inequalities, and recognises that housing has a big part to play in promoting equality of access and support, and in tackling inequalities.

9.2 SUSTAINABILITY IMPLICATIONS

No direct sustainability implications

9.3 GREENHOUSE GAS EMISSIONS IMPACTS

No direct greenhouse gas emissions impacts

9.4 COMMUNITY SAFETY IMPLICATIONS

No direct community safety implications

9.5 HUMAN RIGHTS ACT

The Human Rights dimension of housing is recognised in the United Nations Covenant on Economic, Social and Cultural Rights, which includes the right of everyone to an adequate standard of living for himself and his family, including adequate housing. The United Kingdom is legally bound by this treaty. The Council also has regard to good practice in housing particularly those that adhere to guidance contained in: 'Deciding Rights - Applying the Human Rights Act to Good Practice in Local Authority Decision-Making' (LGA).

9.6 TRADE UNION

There are no trade union implications arising from this report.

9.7 WARD IMPLICATIONS

There are no specific ward implications identified, as the policy is district-wide in its focus.



10. NOT FOR PUBLICATION DOCUMENTS

None

11. OPTIONS

No options are being presented in this report.

12. RECOMMENDATIONS

That Members of the Committee provide comments, suggestions and proposals to aid the review of the Housing Allocations Policy.

13. BACKGROUND DOCUMENTS

- Bradford District Housing Allocations Policy 2014 -2017
<https://www.bradford.gov.uk/media/1868/housing-allocations-policy-jan-14v2.pdf>
- Allocations of accommodation: Guidance for local housing authorities in England June 2012.
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/5918/2171391.pdf
- Policy fact sheets on Homelessness Reduction Bill
<https://www.gov.uk/government/publications/homelessness-reduction-bill-policy-factsheets>
- Housing Allocations Policy - Public consultation on CBMDC website. The deadline for public response is 21 April 2017
<https://bradford.moderngov.co.uk/mgConsultationDisplay.aspx?ID=77>

14. APPENDICES

None



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Report of the Strategic Director of Place to the meeting of Regeneration and Economy Overview and Scrutiny Committee to be held on 27th April 2017

AC

Subject:

Tourism Consultation Update

Summary statement:

This report will provide an update on the Tourism Review and the Destination Management Plan consultation.

Steve Hartley
Strategic Director of Place

Portfolio:
Environment, Sport & Culture

Phil Barker
Assistant Director Sport and Culture
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Overview & Scrutiny Area:
Regeneration and Economy



1. SUMMARY

- 1.1 The report will provide an update and inform on the Tourism Review and Destination Management Plan (DMP) that has undergone a public consultation. It will provide the recommendation of the Tourism Review and the findings of the DMP and feedback from the consultation.

2 BACKGROUND OF TOURISM REVIEW (APPENDIX 1)

- 2.1 The Tourism Service currently has transitional funding for Visitor Information Centres (VICs) until 2017. This will have a significant impact on the service putting the frontline information service at risk and possible closure of some of the VICs.
- 2.2 The service leads on key strategic relationships with tourism agencies such as Visit Britain, Visit England, Welcome to Yorkshire and other private and public sector organisations ensuring that policies and strategies align with culture and tourism strategies.
- 2.3 External consultants Team Tourism were commissioned to undertake a review of the Tourism Service. This provided a report to provide a basis for its future development and operations. The consultants presented the findings of the report to the Overview and Scrutiny Committee on 20th January 2016.
- 2.4 In reviewing activity and reducing budgets, consideration has been given to a number of factors including:
- **Changes in consumer demand** – the advent of the internet and prevalence of smart phones provides visitors with many alternative sources of visitor information.
 - **Commercial opportunities** – There are some opportunities within the VICs to improve the retail offer and provide other commercial services (e.g. advertising, left luggage, and a Post Office counter in Haworth). However, these are limited and only likely to make a marginal contribution (up to 20-25% maximum) to running costs.
 - **‘Taking Information to the Visitor’** – via pop-up or mobile VICs. A pop up stand, a table and some wi-fi connected tablets can provide a proactive visitor information service at events across the district (such as The 40s Weekend, Curry Festival) and in busy locations and sites through the year.
 - **Apps and a mobile enabled website** containing suggested itineraries and experiences can provide information in-destination.
 - **Partner outlets** – there may be opportunities to provide information outlets within operators’ properties (e.g. in attractions or retailers).



2.5 The overall assessment of the relative pros and cons of the four VICs is as follows:

	Pros	Cons
Bradford	<ul style="list-style-type: none"> • Deals with the majority of back office enquiries • Low property costs • Destination with greatest growth potential / future VIC need 	<ul style="list-style-type: none"> • Not identifiable as 'Welcome Centre' as corporate council branded.
Haworth	<ul style="list-style-type: none"> • Highest number of 'tourist' visits and probably added value • Good location 	<ul style="list-style-type: none"> • Leased property • Most expensive to run
Ilkley	<ul style="list-style-type: none"> • Highest number of visits • Provides box office/booking services for King's Hall and Ilkley events • Low property overheads • Cheapest VIC to run 	<ul style="list-style-type: none"> • Primarily a local audience • Ticket sales are a high proportion of sales
Saltaire	<ul style="list-style-type: none"> • High proportion of 'tourist' visitors • Sits in World Heritage Site • Most distinctive and attractive VIC 	<ul style="list-style-type: none"> • Poor location within Saltaire • Least visited VIC • Most expensive per visit • Leased property

2.6 Other findings were that from a tourism perspective, as opposed to a community perspective, Haworth is a key VIC. It deals with the most visitor enquiries and probably adds the most value to the destination. Looking to the future Bradford, as a destination, has both significant needs and opportunities. A Bradford VIC could play an important role but its role would need to change from a traditional VIC to more of a welcome and interpretation centre. This would focus more on creating 'Welcome Centres' that provide a strong sense of place and focus on selling the destination more through utilising a range of different media and imagery. This approach is particularly pertinent to the Bradford VIC but could apply to other centres as well.

2.7 In December 2016 the consultants published a recommendation for the Tourism Review as follows:-

- That Bradford VIC remains open. Bradford, as a destination has significant growth potential and the VIC could be an important aspect of the longer term development of the visitor economy.
- It also recommended re-positioning the centre as more of an interpretation centre (helping to tell Bradford's story) and welcome centre (to help to sell both the city and the wider area).

Other options included:-

- Keep Haworth and Bradford VICs at current opening and staffing levels & lose Ilkley and Saltaire VICs
- Maintain Haworth at its current operational level (staff and opening hours) and close all other VICs



- Close all VICs. Re-invest the savings in alternative forms of information provision and enhanced marketing

3 THE DESTINATION MANAGEMENT PLAN (APPENDIX 2)

- 3.1 The DMP identifies an ambitious shared vision and common goals for the future growth of the visitor economy of Bradford District. It identifies the priorities, and the interventions that will add real value to the visitor economy across the whole area and in individual destinations within it
- 3.2 It is about collaborative action, and provides a framework for all partners in the area with an interest in the Visitor Economy to work together effectively to improve and develop the destination over the next five years
- 3.3 This plan has been developed with ideas and observations from a wide range of businesses, attractions and public, private and volunteer representatives involved in the visitor economy of the area.
- 3.4 Tourism and the visitor economy, within Bradford District, is seen as an important economic driver
Key findings include:
 - Developing a unique and attractive offer in Bradford city but which is complimentary to neighbouring towns and cities.
 - Develop the evening economy, a rich programme of events and leisure opportunities; and new cultural and visitor attractions.
 - Development of a Festival City
 - To address the 'whole' experience – for example, investing in parking and transport; bars and restaurants and shopping will create a better holistic experience
 - To re-position Bradford (using culture) as an appealing City in the minds of residents and visitors
- 3.5 The DMP will need to be 'owned' and implemented in partnership with other organisations. A successful model will be likely to have:
 - A steering group for DMP implementation.
 - A new approach to working with other BMDC departments and to continue to work with regional partners in other West Yorkshire authorities, on specific campaigns.
 - Maximise the potential opportunities for gaining more impact within existing Welcome to Yorkshire programmes – particularly in digital programmes, and benefiting from their high level of social media engagement and travel press activity.

4. THE PUBLIC CONSULTATION OF THE TOURISM REVIEW AND DMP

- 4.1 The Tourism Review & DMP went out to public consultation on January 9th – 6th March 2017. Sixty two people responded to the consultation via the Council



Website, four responded by letter and a petition was sent from Haworth traders and residents with 1,087 signatures.

4.2 Some responses supported one of the VICs and some supported two or more VICs to remain open.

- 5 comments supported Bradford VIC (Low response as recommendation was to keep Bradford open)
- 18 comments supported Haworth VIC
- 20 comments supported Saltaire VIC
- 25 comments supported Ilkley VIC
- 10 of the comments also commented on the closure of the public toilets across the district

4.3 Industry partners in Bradford have welcomed the recommendation. The majority of comments from Haworth, Ilkley and Saltaire related to the importance of the VIC to the local community and visitors to the destination.

Many of the concerns from Ilkley were in relation to the ticket sales that the VIC provides.

Other Comments included:

- Recruit volunteers for Saltaire, Haworth and Ilkley
- Consider seasonal hours
- Single man to reduce staffing costs
- Relocate Ilkley into the library
- Bradford VIC also becomes the telephone and email centre for visitors

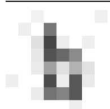
5. THE FUTURE DELIVERY OPTIONS

5.1 Proposals have been submitted by The Bronte Society in relation to Haworth VIC. The proposal is to become responsible for delivering Haworth's Visitor Information Services based within its current location.

5.2 This will provide strategic benefits for both organisations: it will provide the Society with a prominent Main Street presence in the town, including much needed office space, while maintaining a Visitor Information Centre service in Haworth, promoting tourism across the entire Bradford district.

5.3 Consultation is currently on-going with Ilkley Parish Council in retaining a VIC in Ilkley Library. The Parish Council are considering the funding of 2 members of staff.

5.4 These findings, proposals and recommendations of the Tourism Review and DMP will be taken to Executive for approval.



6. OTHER CONSIDERATIONS

Trade Union Consultation

7. FINANCIAL & RESOURCE APPRAISAL

There are no financial implications arising from this report and any financial impacts of a remodelled Tourism Service will be dealt with through the council budget setting processes.

8. RISK MANAGEMENT AND GOVERNANCE ISSUES

Risk of some staff being displaced due to possible closure of some VICs

9. LEGAL APPRAISAL

None

10. OTHER IMPLICATIONS

11. EQUALITY & DIVERSITY

None

12. SUSTAINABILITY IMPLICATIONS

There are no sustainability issues

13. NOT FOR PUBLICATION DOCUMENTS

None

14. RECOMMENDATIONS

Members are asked to note the content of this report and give their views.

15. APPENDICES

Appendix 1 - Tourism Review

Appendix 2 – Destination Management Plan





Visit Bradford Tourism Review

December 2016

TEAM Tourism Consulting

9 Cuthbert Way
Collingwood Manor
Morpeth, Northumberland
NE61 2FQ
richardsmith@team-tourism.com

www.team-tourism.com

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1 Introduction

In April 2016, The City of Bradford Metropolitan District Council commissioned TEAM Tourism Consulting to develop a Destination Management Plan (DMP) for the district. This DMP provides the framework for the development and promotion of the visitor economy across the area.

TEAM Tourism Consulting was also commissioned to review BDMC's Tourism Service. The aim of this review was to provide a basis for the future development and operation of the Tourism Service, within the context of three key drivers:

1. The Destination Management Plan, which identifies challenges and a forward strategy for the visitor economy
2. Changes in the way consumers now access information with the widespread use of smartphones, travel review sites and online hotel booking agencies for example.
3. A challenging spending framework for BDMC, with a need to reduce overall spend by £172,000 by 2017/18.

This review looks at:

- Current service provision in terms of:
 - Marketing and promotional activity delivered by the Tourism Service
 - Operation of the four Bradford District VICs.
- Potential future delivery options in terms of VICs and marketing

2 Current Visit Bradford Services

2.1 Visitor Information Centres

Bradford MDC currently operates four Visitor Information Centres (VICs) in Bradford, Haworth Ilkley and Saltaire. These are open year round (see appendix 1 for an overview of current VIC services).

The following table provides an overview of the relative performance and costs of each VIC.

Costs, income and cost ratios					
	Bradford	Haworth	Ilkley	Saltaire	All VICs
Number of visits	51,332	69,254	75,726	29,669	225,981
Number of other enquiries (telephone, email etc.)	20,141	3,551	2,436	4,189	30,317
Net costs (£k) ¹	71.2	101.4	56.7	85.7	315
Estimated income ² (£k)	11.9	19	24.3	8.9	64.1
Cost per enquiry (inc. tel. and email) / visit	£1.00	£1.39	£0.73	£2.53	£1.23
Cost per visit	£1.39	£1.46	£0.75	£2.89	£1.39
Net income per visit	£0.23	£0.27	£0.32	£0.30	£0.28

Notes:

1. Source: Bradford MDC. Net cost includes staff costs, rents at Haworth (£11k) and Saltaire (£13.8k) and costs on Epos maintenance, uniform, stationery, computer costs, PRS licence and PPL Licence and stock
2. Based on sales figures and estimated profit margins. Margins differ across different goods and services. Averages from 2014 - 2016 have been applied to 2015/16

Key points in relation to the performance of the VICs are:

- They are dealing with approximately 225,000 visits.
- Ilkley is the busiest VIC in terms of visits. Bradford deals with the most telephone and email enquiries servicing brochure requests as a result of advertising campaigns
- Haworth and Saltaire are estimated to be dealing with higher proportions of 'tourists' (as opposed to residents of the area). They are the most seasonal TICs with more noticeable peaks and troughs in activity. Bradford and Ilkley are less seasonal and more likely to be used by local residents.
- In net terms, Haworth and Saltaire are the most expensive VICs to run.
- Ilkley is the cheapest VIC to run and the most cost effective relative to the number of visits. Ilkley and Haworth generate the most income – much of Ilkley's is from ticket sales for the King's Hall.

Other points in relation to the VICs:

- Bradford District's VIC operations are mature, with many staff having been in post for a long time.
- All four VICs are well located in their respective destinations – the exception is probably Saltaire which, in the context of its location in Salt's Mill, is slightly off the

beaten track. Bradford VIC, while in a good city centre location, does not have a particularly prominent position.

- In terms of decor and condition, all VICs (with the exception of Saltaire) are 'fit for purpose' but could benefit from some improvement. They have a 'traditional' feel with discrete retail, brochure and counter areas. Saltaire is the exception – it is in the best condition and the VIC with the most character and, in terms of layout, has an 'open' feel. Bradford has recently refreshed its retail offer and increased its appeal.
- There is little sense in the displays that the VICs are proactively selling other parts of the district or the attractions outside their immediate areas – though all allocate a significant proportion of space to displaying brochures for other parts of the UK.
- There is no sense that the VICs are 'telling the story' of their location or adding to the sense of place or civic pride.
- The retail offer of all VICs is good and targeted at their specific audiences with a range of goods at different price points. One issue is an excess of slow moving goods (i.e. goods which are not selling quickly but where the VIC has significant stocks).
- All VICs are of an adequate size but do not really have spare space to enable extended commercial opportunities (e.g. a coffee shop or increased retail functions).

2.2 Other Visit Bradford activities

VisitBradford delivers a number of marketing related services that also provide visitor information:

- **Website.** The VisitBradford website has plenty of strong images and positive messages, grouped in themes. The Destination Management System costs £12,500 per year to run, via NVG. This includes the website, a full content management system, e-news facility and consumer database.

Bradford is promoted on other websites via the DMS or through content supplied by the marketing team. For example it is featured on partner sites such as the Welcome to Yorkshire website and VisitEngland.

- **Digital Marketing and Social Media:** There is no specific budget for digital marketing, but VisitBradford works hard to gain traction in the digital sphere, particularly on social media and content provision on third party sites. It has around 11.2k followers on Twitter and provides regular updates on events, retweeting relevant content and photos. It has over 5,500 Facebook 'Likes'.

In terms of review sites, VisitBradford is featured on **Trip Advisor** webpages but is not active in responding to enquiries that are posted on the site – though there are some regular contributors who deal with most questions. VisitBradford has engaged with other sites such as www.Toptourist.com and VisitEngland's Twitter campaign.

- **Print:** The main guide 'Visit Bradford and District' is the 'inspirational' piece, distributed widely via Carrier Direct mainly outside the district via other TICs and as the fulfilment piece for specific campaigns such as via Bitesize Britain. 20,000 are produced and £4,000 of advertising income covers the costs of production.

The 'Discover' series of leaflets are produced for the four distinct areas of the district (Bradford, Haworth, Ilkley, and Saltaire). They seek to encourage visitors to spend longer and explore further while in the area, with strong messages and photos. Distribution is however a challenge, with little engagement from tourism businesses in the distribution of these guides locally. Approximately 10-15,000 of each are produced each year.

- **PR.** PR is out-sourced to a specialist PR agency which specialises in tourism and therefore has national travel contacts and can successfully organise journalist visits from national media. It is also used on specialist projects such as the Curry Capital.
- **Campaign Activity.** VisitBradford undertakes some advertising and campaign activity. This has included:
 - Challenge Fund campaign
 - Familiarisation trips including china travel trade
 - Food and Drink campaign
 - Poster campaigns at Leeds, Liverpool, Manchester, Birmingham, Sheffield and Bradford Foster Square.
 - Various adverts – e.g. Metro, Go Yorkshire
 - Christmas shopping campaign with Broadway Shopping Centre

Planned activity includes an advertising campaign at Leeds Bradford Airport

2.3 The Current Budget

The current tourism budget is as follows:

	Net cost / Council Contribution
Visit Bradford Officers x 3	130,500
VICs	
Haworth VIC	95,800
Bradford VIC	65,600
Saltair VIC	80,100
Ilkley VIC	51,100
VIC Shared costs*	22,200
Total VIC	314,800
Marketing	
Print	10,000
Web / DMS	12,500
PR	10,000
Campaigns / advertising / projects	36,500
Total Marketing	69,000
Total Budget (2016/17)	514,300

3 Market Trends

The ways consumers access tourist related information continues to evolve. Some of the key trends include:

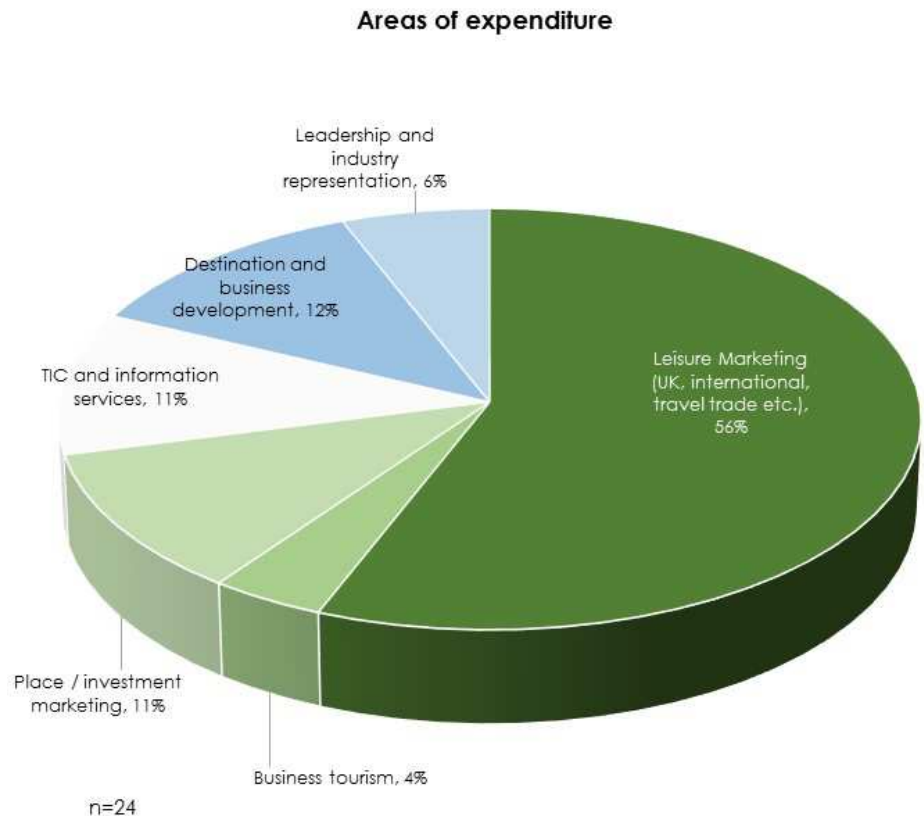
- At all stages of the 'customer journey', **digital content and channels are becoming increasingly important**. They are also blurring the differences between stages of the customer journey or merging them or even re-ordering them. **Consistent players** have emerged in the digital space in the UK. For example, Google is a trusted player, used throughout the travel process and among all target groups, and is particularly popular in the inspiration, conceptualisation, comparison, planning, and defining stages. Facebook, with both lovers and haters, is huge in the sharing stage. TripAdvisor is used widely by all target groups and has established itself as a key player in the comparative stage and used as a reference point.
- **Customer review** sites, in particular TripAdvisor, are becoming more important. Recent research indicates that 43% of British tourists are now using TripAdvisor for inspiration prior to booking a main holiday, with 23% posting reviews following a trip. Destinations can set up alerts to questions posed on TripAdvisor and can provide content on the site for their destination. There are also 'widgets' that destinations can incorporate into their own website pages, and this latter opportunity has been taken up by VisitBradford.
- Facebook, Twitter, Foursquare and other **social media sites** are providing a means of sharing word of mouth recommendations with very wide circles of 'friends' and networks. **YouTube** can be an effective means of inspiration – particularly when 'shared' or 'liked' on social media - and VisitBradford's 'You tube' channel has some good content – though limited views for some films.
- **Online booking** - consumers are increasingly booking accommodation through the growing number of third party websites that offer discounted accommodation and holidays such as LateRooms, lastminute.com, booking.com, Expedia, Trivago, and hotels.com, and taking advantage of special offers promoted through daily deals sites such as Groupon, Wowcher, Living Social, Travelzoo and Secret Escapes. Booking.com recently added Book Now for last minute bookings. **AirBnB** is offering a new channel of visitors wanting independent accommodation and it is now the 5th most popular travel website, achieving over 4 million visits per month
- **'Mobile first'** - smart phones and tablets are increasingly being used as the first point of contact for most communications, including tourism searches, enquiries and bookings. Wireless access on holiday and information in the right format will be key. Bookings will be more 'last minute'.
- **Google maps** and transport apps provide visitors with large amounts of information in their smartphones – but including content of relevance to visitors and checking its accuracy depends on local monitoring and input.

In terms of **destinations**, public sector cut backs have dramatically impacted on provision in tourism. A review of spending and operations of English destination management organisations undertaken by TEAM in 2016 indicated that under half now ran Visitor Information Centres. The table below shows the percentages of destinations involved in different types of tourism operation.

Areas of Operation	
	% DMOs
Domestic leisure (consumer) marketing	92
Business advice and support	76
Research	71
Travel trade marketing	68
Events development / support	68
International leisure (consumer) marketing	66
Other in-destination information provision	66
Destination development – interpretation, product development etc.	66
Sector Training	55
Tourism Conference	50
Tourism Awards scheme	45
TIC operation	42
Broader place and inward investment marketing	39
Convention Bureau / Business tourism – sales and marketing	29

The average turnover of public sector organisations was £605k compared to £514 for Bradford – although on average 22% of income was coming from sources other than the local authority – such as membership, European funding etc

The chart right show the relative spending on different types of activity – so VIC and information services accounts for an average of 11% of spend – compared to 61% for BDMC. Marketing spend accounts for an average of 56%, compared to only 13% for BDMC.



4 Future Options

4.1 Considerations in future service development

Moving forward the budget for tourism services needs to move from its current level of £514,300 (which includes transitional funding) to £342,300 – a saving of £172,000.

As highlighted in section 1, reducing budgets is only one consideration. Delivery of the DMP and changes in consumer demands are other important considerations.

In reviewing activity and reducing budgets, consideration has been given to a number of factors:

- **Changes in consumer demand** – the advent of the internet and prevalence of smart phones provides visitors with many alternative sources of visitor information. The traditional role of VICs in sending out brochures and providing information on local hotels and attractions has largely been superseded by destination websites, online booking portals and review sites. There is still demand for printed maps and leaflets, but these can be distributed through various outlets, not only VICs.
- **Delivery of the Destination Management Plan** – the DMP outlines a potentially ambitious programme of activity. This will require a more dynamic approach to communicate more effectively across a number of different markets and resources, support events' programmes and product development, and engage more proactively with the tourism industry.

At £69k and one FTE, marketing and development resources for Bradford District are modest (individual attractions have larger budgets). While there is a strong case to increase marketing resources this might be difficult in the current Local Authority climate. However, savings from the fixed VIC costs could allow a **more proactive approach to marketing and visitor information provision** within the district – and one that is more in line with other English destinations.

- **Commercial opportunities** – There are some opportunities within the VICs to improve the retail offer and provide other commercial services (e.g. advertising, left luggage, and a Post Office counter in Haworth). However, these are limited and only likely to make a marginal contribution (up to 20-25% maximum) to running costs. They would need to be assessed against additional staff resources, space requirements and consumer demand.
- **Differences in VIC performance and potential** – the level of difference in current and future budgets will necessitate some form of VIC closure. Management statistics on Bradford MDC's four VICs highlight their differing performance. However, there are no statistics on the actual impact of VICs relative to each other or relative to

marketing services. Our assessment of the relative pros and cons of the four VICs is as follows:

	Pros	Cons
Bradford	<ul style="list-style-type: none"> Deals with the majority of back office enquiries Low property costs Destination with greatest growth potential / future VIC need 	<ul style="list-style-type: none"> Not identifiable as 'Welcome Centre' as corporate council branded.
Haworth	<ul style="list-style-type: none"> Highest number of 'tourist' visits and probably added value Good location 	<ul style="list-style-type: none"> Leased property Most expensive to run
Ilkley	<ul style="list-style-type: none"> Highest number of visits Provides box office/booking services for King's Hall and Ilkley events Low property overheads Cheapest VIC to run 	<ul style="list-style-type: none"> Primarily a local audience Ticket sales are a high proportion of sales
Saltaire	<ul style="list-style-type: none"> High proportion of 'tourist' visitors Sits in World Heritage Site Most distinctive and attractive VIC 	<ul style="list-style-type: none"> Poor location within Saltaire Least visited VIC Most expensive per visit Leased property

From a tourism perspective, as opposed to a community perspective, Haworth is the key VIC. It deals with the most visitor enquiries and probably adds the most value to the destination. Looking to the future Bradford, as a destination, has both significant needs and opportunities. A Bradford VIC could play an important role but its role would need to change from a traditional VIC to more of a welcome and interpretation centre.

- **Back office functions** – there is a danger when looking at VICs that one thinks of them only in terms of counter related services. VICs also undertaken a significant amount of 'back office' functions – dealing with email and telephone enquiries and theatre bookings, collating information and content for publication, managing social media etc. These are important functions but can potentially be undertaken in any location.
- **Partnership opportunities** - there may also be options to look at alternative arrangements for the delivery of simplified VIC services with a third party operating a VIC instead of, or in some form of partnership with, Bradford MDC. This model has worked well in some destinations (e.g. County Durham).
- **New ways of working** - at present the VICs are generally reactive and 'building centric'. Consumers are increasingly accessing information in different ways, and there are opportunities for new ways of working and providing visitor information in alternative ways to VICs. For example:
 - Within VICs, there is a substantial (almost dominant) retail element. An alternative is to focus more on creating '**Welcome Centres**' that provide a

strong sense of place and focus on selling the destination more through utilising a range of different media and imagery. This approach is particularly pertinent to the Bradford VIC but could apply to other centres as well.

- **'Taking Information to the Visitor'** – via pop-up or mobile VICs. A pop up stand, a table and some wi-fi connected tablets can provide a proactive visitor information service at events across the district (such as The 40s Weekend, Curry Festival) and in busy locations and sites through the year. This approach requires a different mind-set and more proactive approach. It would also require some flexibility in job descriptions and staffing arrangements.
- **Apps and a mobile enabled website** containing suggested itineraries and experiences can provide information in-destination.
- **Partner outlets** – there may be opportunities to provide information outlets within operators' properties (e.g. in attractions or retailers). This could feature tourist information literature and provide face-to-face advice. To be successful this approach would require on-going support from Bradford MDC in terms of providing training and support, branding, literature etc.

These activities would require some on-going revenue support mainly in terms of staff time - from both VisitBradford officers and VIC (or equivalent) staff.

4.2 Future Options

Looking to the future and predicted trends in smart phone and online information provision, there are a number of options that could be pursued – and which may have greater impact on the visitor economy. The differential between current and future budgets, and the limited commercial opportunities in VICs, means that Bradford MDC will need to reallocate some funding from VIC operations. The following table outlines four potential options.

	Option 1: Keep 2 VICs	Option 2: Keep Haworth VIC	Option 3: Keep Bradford VIC	Option 4: No VICs
Description	Keep Haworth and Bradford VICs at current opening and staffing levels. Close Ilkley and Saltaire VICs	Maintain Haworth at its current operational level (staff and opening hours) and close all other VICs	Maintain Bradford, refocusing it as a welcome and interpretation centre. (Maintain current opening hours and staff levels). Close all other VICs	Close all VICs. Re-invest the savings in alternative forms of information provision and enhanced marketing
Approx. cost saving	£142k	£213k	£244k	£315k
Potential impact on marketing and information budget	-£30k	+£41k	+£77k	+£143k
Advantages	<ul style="list-style-type: none"> Keeps 2 VICs operational including Haworth (which has a relatively traditional audience and poor 4G, reducing likely use of digital alternatives). 	<ul style="list-style-type: none"> Maintains a VIC service in Haworth Allows for modest investment in alternative information provision and marketing 	<ul style="list-style-type: none"> Maintains a VIC service in Bradford and the core of the back office function. Allows for investment in alternative information provision and marketing 	<ul style="list-style-type: none"> Significant opportunities to enhance marketing activity Can provide range of alternative info. provision across the district
Disadvantages	<ul style="list-style-type: none"> Reduced marketing budget (by £30k) No budget for 	<ul style="list-style-type: none"> Ability to cope with all the back office function at Haworth or a need to 	<ul style="list-style-type: none"> Approach is based on Bradford's potential, not current, performance – 	<ul style="list-style-type: none"> Back office function will be required in some form

	<p>alternative in-destination information provision</p>	<p>maintain a function in Bradford</p> <ul style="list-style-type: none"> Limited funds available to invest in alternative information provision elsewhere or enhanced marketing 	<p>in the short term this is not the most efficient option (in terms of cost per enquiry)</p>	<ul style="list-style-type: none"> No VICs – can staff and expertise be retained for alternative information provision - such as pop-ups and coordination of delivery via other outlets?
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4.3 Option 1: Keep two VICs

Description and rationale

Option 1 is predicated on keeping two VICs open – Bradford and Haworth. The rationale behind this is that Haworth is the most important VIC in terms of the numbers of tourists it serves. Bradford, as a destination, has significant growth potential and a re-positioned VIC (as a welcome /interpretation centre) could be an important aspect of the longer term development of the visitor economy.

In contrast Ilkley is mainly providing a ticketing service to local residents, which, while important, is not servicing a visitor demand or adding significant value to the destination it serves. There may be opportunities for alternative arrangements in the town through a partnership approach. Saltaire is the least visited VIC and the most expensive per enquiry to run. Its location is not ideal.

However to maintain services in two VICs would have a significant impact on the destination marketing budget.

Potential Future Budget

	£(k)
Visit Bradford officers	130.5
VIC Services	172.5*
Marketing/ other information services	39.3
Total	342.3

* Based on current opening hours and staffing level in Haworth and Bradford

Potential Future Activities

VICs	<p>Operate two VICs</p> <ul style="list-style-type: none"> Haworth VIC – current staffing and opening hours Bradford – current staffing and opening hours Reposition Bradford VIC as a welcome / interpretation centre (telling the Bradford 'story')
Alternative information provision	<ul style="list-style-type: none"> Bradford VIC to deal with back office functions for Saltaire and Ilkley In destination print (see below) Explore partner information outlets in Haworth, Saltaire and Ilkley (albeit financial support for these would be minimal).
Marketing	<p>Budget for destination marketing would be reduced. Activities could include</p> <ul style="list-style-type: none"> Maintenance of the website Production of in-destination print – 4 guides Social media campaign – primarily conducted in-house PR activity – primarily conducted in-house Minimal campaign and advertising activity

4.4 Option 2: Keep Haworth VIC open

Description and rationale

Option 2 is predicated on keeping only Haworth open – on the basis that it is the most important VIC in terms of the levels of tourists it serves.

By closing three VICs this option also enables some investment in alternative information provision and additional marketing activity.

Potential Future Budget

	£(k)
Visit Bradford officers	130.5
VIC Services	101.4*
Marketing / other information services	110.4
Total	342.3

* Based on current opening hours and staffing level in Haworth

Potential Future Activities

VICs	Operate Haworth VIC – current staffing and opening hours
Alternative information provision	<ul style="list-style-type: none"> Haworth VIC to deal with back office functions for Bradford, Saltaire and Ilkley OR maintain a back office function (1 to 1.5 FTE) in Bradford which deals with the district's enquiries, bookings, content management, and social media activity In destination print (see below) Development of a more mobile friendly website Refocus the position of Visitor Information Manager to have a more developmental role working with external partners in providing information, and explore alternative arrangements for face-to-face services. Some support (e.g. for brand materials) would potentially be available.
Marketing	<p>The size of the marketing budget will be partly dependent on back office arrangements and whether additional staff (beyond those currently in Haworth VIC) are required. Potential marketing activities will include:</p> <ul style="list-style-type: none"> Maintenance and re-development of the website Production of in-destination print – 4 guides Social media campaign and PR activity – primarily conducted in-house (with possibly some external support) Some campaign and advertising activity but this is likely to be relatively ad-hoc and tactical

4.5 Option 3: Keep Bradford VIC open

Description and rationale

Option 3 is predicated on keeping only Bradford VIC open – on the basis of its potential developmental role for Bradford. The VIC should be re-developed as a Welcome Centre ('This is Bradford') that utilises digital and presentational materials to tell the Bradford story, and generate local pride and a strong sense of the City's heritage.

By closing three VICs this option also enables some investment in alternative information provision and additional marketing activity.

Potential Future Budget

	£(k)
Visit Bradford officers	130.5
VIC Services	71.2*
Marketing / other information services	140.6
Total	342.3

* Based on current opening hours and staffing level in Bradford

Potential Future Activities

VICs	Operate Bradford VIC – current staffing and opening hours
Alternative information provision	<ul style="list-style-type: none"> Bradford VIC to deal with back office functions for the district In destination print (see below) Development of a more mobile friendly website Refocus the position of Visitor Information Manger to have a more developmental role working with external partners in providing information, and explore alternative arrangements for face-to-face services across the district. Potentially some pop-up VIC services at events across the district
Marketing	<p>The size of the marketing budget will be partly dependent on the level of other information provision (e.g. pop-up and partner activity). Potential marketing activities will include:</p> <ul style="list-style-type: none"> Maintenance and re-development of the website (including mobile friendly version) Production of in-destination print – 4 guides Social media campaign and PR activity – primarily conducted in-house (with some external support / expertise) Some campaign and advertising activity – primarily ad-hoc and tactical but the budget might allow for the development of a more proactive campaign with a dedicated budget (circa £30-40k)

4.6 Option 4: No VICs

Description and rationale

Option 4 is predicated on closing all four VICs. This would enable investment in alternative information provision and significant additional marketing activity.

Potential Future Budget

	£(k)
Visit Bradford officers	130.5
VIC Services	
Marketing / other information services	211.8
Total	342.3

Potential Future Activities

VICs	None
Alternative information provision	<ul style="list-style-type: none"> • Maintain a back office function (1 to 1.5 FTE) which deals with the district's enquiries, bookings, content management, and social media activity • In destination print (see below) • Development of a more mobile friendly website • Refocus the position of Visitor Information Manager to have a more developmental role working with external partners in providing information, and explore alternative arrangements for face-to-face services. • Pop-up VIC services at events
Marketing	<p>Potential marketing activities will include:</p> <ul style="list-style-type: none"> • Maintenance and re-development of the website (including mobile friendly version) • Production of in-destination print – 4 guides • Social media campaign and PR activity – partly conducted in-house (with external support / expertise) • Enhanced campaign and advertising activity - development of 2-3 proactive campaign with dedicated budgets (circa £30-40k) – e.g. travel trade, 'Discover your Doorstep', and campaigns for 'active indulgents' and 'young explorers'.

5 Recommendations

Our recommendation would be to pursue **option 3** – i.e. keeping a VIC presence in Bradford. The rationale for this is that:

- Bradford VIC effectively provides the majority of the back office function for the District. This will continue to be required in the future and it may be difficult in another VIC (e.g. Haworth) or require some staff provision if Bradford was to close.
- Bradford, as a destination, has significant growth potential and a re-positioned VIC could be an important aspect of the longer term development of the visitor economy.
- There is a potential opportunity to reduce cost in Bradford VIC through sharing of services with other leisure related functions in the City Hall (e.g. the Museum of Rugby League). This provides an opportunity to increase spend in other marketing and information services across the district.

However, pursuing option 3 should be predicated on re-positioning the centre as more of an interpretation centre (helping to tell Bradford's story) and welcome centre (helping to sell both the city and the wider area). If this is not realistic, then **option 4** (no VICs) would be our preferred option on the basis that it would maximise the available budget on marketing and information services across the district. These are likely to generate a greater return on investment than traditional VIC services (like options 1 and 2).

Appendix 1: VIC Services

VIC	Opening and staffing	Description and notes
Bradford	<p>Year round opening Monday – Saturday:</p> <ul style="list-style-type: none"> April - September 10:00 - 17:00 October - March 10:00 - 16:00 <p>Staff hours per week:</p> <ul style="list-style-type: none"> Summer: 112 hours Winter: 96 hours 	<p>The VIC is located in a council building on Broadway. The VIC is spacious. Its retail offer has a bias towards gifts (both general and Bradford specific) which have proved to be a strong seller. Bradford VIC leads on information fulfilment (from marketing campaigns) – see below.</p> <p>The ambience and feel of the VIC is traditional and there is not a strong sense of place.</p> <p>Within the context of the city, the VIC is well located – close to both train stations and the City Park. However, in the context of current attractions in the city (particularly City Park and the National Media museum), it is slightly off the beaten track and not in a particularly visible location. The opening of the Broadway Shopping Centre nearby should be an opportunity and is likely to increase footfall in the area. It could have a positive impact on the retail offer and sales. There are no building charges for Bradford VIC</p>
Haworth	<p>Year round opening Monday – Sunday:</p> <ul style="list-style-type: none"> April - September 10:00 - 17:00 October - March 10:00 - 16:00 <p>Staff hours per week:</p> <ul style="list-style-type: none"> Summer: 147 hours Winter: 120 hours 	<p>It is located on West Street in the heart of Haworth's tourism area. It is in a good location close to key car parks and the Brontë Parsonage Museum. It has a good frontage.</p> <p>The VIC is relatively narrow and small. Its retail offer includes both general and Brontë specific. The VIC is in good condition but traditional in its feel.</p> <p>There has been discusses on the potential of incorporating a Post Office Local counter. This would serve the whole of the village and may require a separate counter. There is space on the upper floor that has been used for exhibitions of local art and crafts in the past, and generated some revenue.</p> <p>Haworth VIC is leased at a cost of £11,000 per year. There are 7 years remaining on the lease.</p>
Ilkley	<p>Year round opening Monday – Saturday:</p> <ul style="list-style-type: none"> April - September 9.30 - 16:30 October - March 10:00 - 16:00 	<p>Located in the Town Hall on Station Road, Ilkley VIC is close to the station and next to the King's Hall. It is a council owned property with no external lease charges. While close to the town centre it is slightly away from the main shopping area. This, combined with a lack of visible frontage, will reduce passing trade.</p>

	<p>Staff hours per week:</p> <ul style="list-style-type: none"> • Summer: 105 hours <p>Winter: 90 hours</p>	<p>The VIC is relatively small but an acceptable size. The centre has a traditional feel. The retail offer specialises in walking related publications. Ticket sales for the King's Hall are a significant part of the centre's income (see below).</p> <p>It opens half an hour earlier than the other VICs to catch potential walkers before the departure of the Dales bus (at 9.45).</p>
Saltaire	<p>Year round opening Monday – Sunday:</p> <ul style="list-style-type: none"> • April - September 10:00 - 17:00 • October - March 10:00 - 16:00 <p>Staff hours per week:</p> <ul style="list-style-type: none"> • Summer: 119 hours • Winter: 102 hours 	<p>The Saltaire VIC is located at Salt's Mill. External signage is good but the centre is located slightly out of the way (both in terms of its location around a corner of Salt's Mill but also in terms of the combined stair and corridor access) – passing footfall will be limited. The property is leased at a cost of £10,000 per annum – there are five years remaining on the lease. It is the most recently opened VIC (in 2011).</p> <p>Internally the centre is nicely decorated and the shelving and table layout works well. Staff are situated behind a table (as opposed to a counter) which creates a more open feel.</p> <p>Again retail is specific to the location.</p>



Bradford District Destination Management Plan

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Executive Summary

Introduction

The total **value** of the visitor economy was estimated to be worth £612m to Bradford District in 2015. This supported approximately 9,600 FTE jobs across the district. While a key economic sector, the visitor economy is not fulfilling its enormous potential – it could be delivering more spend and jobs.

This Destination Management Plan (DMP) aims to identify an **ambitious shared vision** and common goals for the future growth of the visitor economy of Bradford District. It identifies the priorities, and the interventions that will add real value to the visitor economy across the whole area and in individual destinations within it.

Tourism in Bradford District

Bradford District has some **exceptional product** in places. Haworth, and Saltaire are Unique Selling Points (USPs) for the district with a strong sense of place and visitor experience. They have national and international appeal. The National Media Museum is one the north's most visited museums and a key attractor. The district has a developing range of exciting events. There are also a number of key attractions and particular **themes** which either generate visits and / or have strong development potential – Ilkley Moor and the outdoors, literature, curry, Hockney etc.

The **bulk of accommodation** is in Bradford city. Occupancies in Bradford, while improving, are relatively low for a major city and rates are low. Overnight stays in Bradford are typically **non-discretionary**. They are driven by corporate/business travel, low budget travel trade groups, visiting friends and relatives and family events (such as weddings). Events and festivals and the Alhambra also generate overnight stays.

Within the **Haworth area** there are some short stay / additional holidays – probably driven by the wider South Pennines / West Yorkshire offer, and a combination of activities (sightseeing, walking etc.). **Day visitors** are an important market – key groups include attraction visitors, sightseers, special interest/activity visitors for walking and events etc.

In visitor economy terms, Bradford District is a **diverse** area. Perceptions of, and associations with different parts of the district vary. As such, a 'Bradford' brand is not necessarily appropriate for Ilkley/Wharfedale, and Haworth and upper Airedale. While there is some stand out product in the district, there is a lack of **critical mass and connectivity** (both in physical and thematic/offer terms) between areas. This means that the district functions more as a series of separate experiences but not a compelling or coherent destination. As a consequence, length of stay is relatively short.

Bradford, as a visitor destination, has challenges. It suffers from issues regarding its perception and does not have a critical mass of product.

However there are **opportunities**. Bradford is benefiting from a significant amount of positive development, the district's **events** programme has significant potential, and there are a

number of **themes** that have further development potential and could provide unique experiences for visitors.

Aim and objectives

The primary **aim** for intervention in the visitor economy at a destination level is the generation of spend, profit and jobs. In its simplest terms this aim is achieved by a combination of attracting more visitors, and increasing their length of stay and spend. The aspiration should be to have a visitor economy in the district that generates over £725m.

Across the district, more specific **objectives** differ slightly by area. For Bradford, intervention in the visitor economy, while trying to drive new business to the city centre, should also focus on:

- developing product and providing more compelling reasons to visit;
- helping to raise the profile and build a brand for Bradford as a destination (and as place for investment etc.);
- supporting city centre development and animation.

Within the rest of the district, particularly Haworth and Saltaire but also Ilkley and the rural areas the following are important objectives:

- ensuring good management of the destination;
- increasing length of stay;
- growing business out-of-season.

Strategic Approach

Developing the visitor economy in Bradford District must be predicated on a clear identification of **target audiences**. The DMP outlines a number of markets (e.g. UK coach operators and group organisers, overseas coach tours, families, 'active indulgents', 'young explorers' and event visitors) which have different characteristics and needs. Different approaches will be required to attract them.

Future activity must continue to focus on four places and areas – Bradford, Haworth, Saltaire and Ilkley. These are distinct places, separate from each other with generally different offers and markets. The DMP identifies the **essence of the offer** of these areas from a visitor perspective and how these areas can be **positioned** in the market place.

While, achieving a unified brand concept for the whole area and developing campaigns for each destination is probably unrealistic, 'Bradford and beyond' provides a potential umbrella for marketing the whole of the area. However, the key to successful communication will be the messaging and activities below this umbrella.

The Destination Management Plan – Product and Place

For the district to truly realise its significant potential there is a **need for further product development**.

This is particularly the case for Bradford itself. A longer term aspiration is for the development of a second major city centre arts or cultural facility to complement the National Media Museum.

Outside of the city centre the product and place priorities are primarily around improving **visitor management** (i.e. toilet provision, car and coach parking, signing and interpretation), and continued development of quality retail, and catering businesses

Across the district there are a number of themes or areas for potential product development. The key one is further development and promotion of an **events and festivals** programme, which strengthens the key themes and offers of the district and its destinations and helps create demand at quieter times. **Curry** is a strong theme for Bradford but not easy to experience as a product -further development of the offer is a priority. **Hockney**, as a theme, has huge potential for Bradford if it can be further developed and would be the ideal theme for a major new arts facility (see above). **Guided tours** and added value activities for coach groups would be desirable, particularly in Bradford itself.

The Destination Management Plan – Promotion and Information

There are a number of crosscutting principles that should underpin destination marketing – these include:

- Building **awareness** of the district and the wealth of its options.
- Focusing on **the market and the experience**. Markets are becoming more focused on experiences and less on places. This is particularly the case for a destination like Bradford district where awareness is not strong and perceptions can be negative, but where appealing experiences can be presented
- **Dynamic** marketing with experiences and itineraries changing through the year – reflecting seasons, what's new and fresh (e.g. events and festivals) etc.
- **Upselling** and **cross selling** the destination with the promotion of specific experiences should focus on upselling something else in the district.
- Keeping it **simple** and making it easy – experiences and itineraries need to be simple (e.g. based around a half day or 24 hour option) with only a limited number of options. Too much information is counter-productive.
- Developing new ways of delivering **in-destination** information.

The Destination Management Plan - Facilitation and Partnership

The visitor economy in the district is not working as a coherent whole – partnerships across the district and within specific areas are quite weakly developed.

Moving forward the visitor economy sector needs **leadership** in terms of an organisation or group that will drive the Destination Management Plan forward. This should be VisitBradford supported by a steering group with significant private sector involvement.

Stronger partnerships and working arrangements are required within BDMC (e.g. across planning, regeneration, place marketing, WHS management, events, culture etc.), with other destinations (Leeds, and West Yorkshire, the Dales and Harrogate), and with Welcome to Yorkshire.

1. Introduction

TEAM Tourism Consulting (TEAM) was appointed by Bradford Metropolitan District Council to prepare a Destination Management Plan for the five-year period 2016-2021.

The total value of the visitor economy was estimated to be worth £612m to Bradford District¹ in 2015. This supported approximately 9600 FTE jobs across the district. While a key economic sector within the district, the visitor economy is not fulfilling its enormous potential – it could be delivering more spend and jobs.

The key aspiration for the wider tourism and visitor economy is to boost these visitor numbers and spend.

However, Bradford is a complex destination with a range of potential attractors that generate visits and a range of different types of visitor with different characteristics, needs, and interests. It also a number of different places with different characteristics and differing appeals to visitors.

The Destination Management Plan (DMP) therefore aims to identify an ambitious shared vision and common goals for the future growth of the visitor economy of Bradford District. It identifies the priorities, and the interventions that will add real value to the visitor economy across the whole area and in individual destinations within it.

It is about collaborative action, and provides a framework for all partners in the area with an interest in the Visitor Economy to work together effectively to improve and develop the destination over the next five years.

This Plan has been developed with ideas and observations from a wide range of businesses, attractions and public, private and volunteer representatives involved in the visitor economy of the area.

¹ The Economic Impact of Tourism on Bradford District 2015. This includes direct day and staying visitor expenditure, spend on second homes and by residents of the area who are hosting friends and relatives. It also includes multiplier effects – i.e. successive rounds of expenditure by tourism related businesses employers.

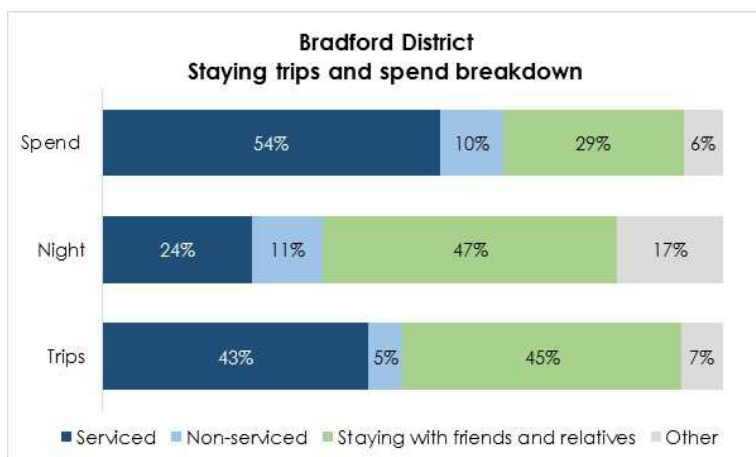
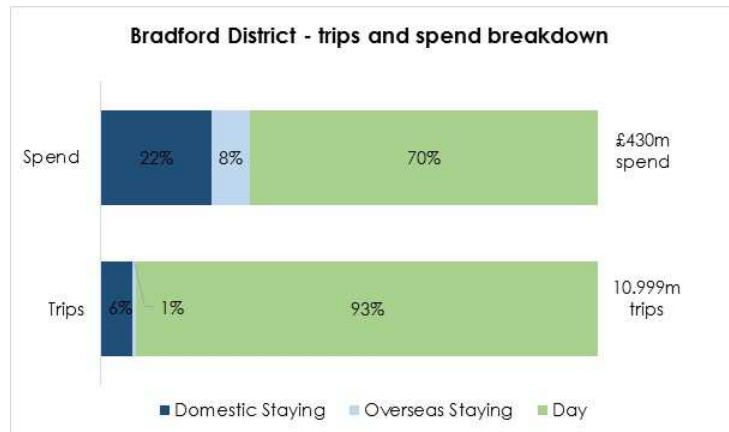
2. Strategic Context

2.1 The Importance of the Visitor Economy

In overall terms, the visitor economy was estimated to be worth £612m to Bradford District² in 2015.

There were estimated to be nearly 11m trips to Bradford District in 2015 – these accounted for £430m of direct expenditure.

The majority of this was generated by day visitors who accounted for 93% of trips and 70% of expenditure.



The most common forms of accommodation for staying visitors were serviced (hotels etc. – 43% of trips), and staying with friends and relatives (which accounted for 45% of overnight trips). Visitors staying in serviced accommodation accounted for the majority of spend by staying visitors.

2.2 Market and Consumer Trends

Over the next decade, the visitor market place will be influenced by a range of factors – economic, demographic, social and technological. The key ones are (see appendix 1 for more details):

- **Continued growth in demand** – both domestic tourism and inbound are forecast to grow in the medium term.
- **Domestic visitors are often creatures of habit** – most people booking a UK destination do not consider another destination and the vast majority will have visited that place

² The Economic Impact of Tourism on Bradford District 2015. This includes direct day and staying visitor expenditure, spend on second homes and by residents of the area who are hosting friends and relatives. It also includes multiplier effects – i.e. successive rounds of expenditure by tourism related businesses employers.

previously. Visitors will typically be looking at options in their immediate region (up to 2 hours away).

- **Changes in the UK population** with an ageing population, a growth in younger generations, and a smaller time poor middle generation. All have different travel requirements. Family structures are evolving with the rise of the 'Vertical Family'. Bradford District has the fourth largest population for a metropolitan district and is home to half a million people. It is the youngest city in the England with over 124,000 people aged under 16.
- **Online booking and marketing** - the internet is the primary source of visitor information with a number of well-established travel sites in the market place. Destination sites are only one of these - they tend to be used at the planning stage of the customer journey.-
 - The direction of travel in information provision is '**mobile first**'. Rating experiences, **making information simple, and developing customised unique experiences** are also key trends in customer demands.
 - **Social networking will increase in importance** - online networks will be a vital channel for businesses for distribution, awareness creation and recommendations.
- **Tourism is becoming increasingly experiential** - the 'what' is more important than the 'where'. We are also **more 'active'** (i.e. doing many things) creating time pressures and a subsequent desire for control in our lives. This means a desire for greater **simplicity** in some of our choices and, linked to the technology trend, is the move to 'Individualocracy' and the desire for personalised products.

2.3 The Policy Context

Tourism and the visitor economy, within Bradford District, is seen as an important element in a number of policy related documents (see appendix 2). Key points include the need:

- To develop a unique and attractive offer in Bradford city but which is complimentary to neighbouring towns and cities.
- To develop the evening economy, a rich programme of events and leisure opportunities; and new cultural and visitor attractions.
- For the development of a Festival City
- To address the 'whole' experience – for example, investing in parking and transport; bars and restaurants and shopping will create a better holistic experience
- To re-position Bradford (using culture) as an appealing City in the minds of residents and visitors
- For development of the visitor product in Airedale to be concentrated at the three key destinations of Saltaire World Heritage Site, Keighley and Worth Valley Railway and Haworth.

3. Tourism in Bradford District

3.1 The offer

Bradford District has some **exceptional product** in places. **Haworth**, and **Saltire** are Unique Selling Points (USPs) for the district with a strong sense of place and visitor experience. They have national and international appeal. The **National Media Museum** is one the north's most

visited museums and a key attractor. These are all identified in mainstream guides (like the Rough Guide and Lonely Planet) (see appendix 4).

Keighley and Worth Valley Railway is an important regional attraction.

There are a number of other key 'attractors' that generate visits (both day and overnight) that include:

- o **Events and festivals**; – the district has a range of quality events. Some will have relatively local (and possibly regional) appeal while others will have national (but niche) appeal. Examples include Bingley Live, Saltaire Festival, Ilkley Literature Festival, Bradford Literature Festival, Curry Festival, the Mela;
- o The **Alhambra** – strong regional theatre with West End and other productions;
- o The **walking and cycling** product – this is good but, compared to potential competitor destinations is not necessarily unique except where it ties into 'sense of place' – for example Haworth and Penistone Hill, and, of course, Ilkley Moor.
- o **Bradford's museums** (especially Bradford Industrial Museum), and
- o **Ilkley** and the Wharfe Valley, which offer a pleasant destination of walking, shopping and dining (particularly in a regional context).
- o **Family attractions** – like the National Media Museum, other Bradford Museums, Shipley Glen Tramway, Ilkley Lido etc.

There are also a number of particular **themes** which have strong potential and give the area some unique stories and experiences. These include architecture (particularly Bradford city centre – e.g. Little Germany), curry (Bradford, Keighley and events), literature and literary heritage (Bronte Parsonage Museum, Literature festivals), film and film locations (National Media Museum, locations like Esholt (Emmerdale) and the Keighley Worth Valley Railway (Railway Children)), Hockney (Salts Mill, Cartwright Hall), industrial heritage (Bradford Industrial Museum), and religious tolerance and peace (Peace Museum, mosque and temple visits).

From a visitor perspective these can be experienced to differing degrees and with different levels of ease or difficulty. Generally, these themes need further development before being taken to market as potential visitor experiences.

A more detailed overview of the product offer is provided in appendix 3.

In terms of **accommodation**, there are over 2000 serviced rooms in Bradford District. About two thirds of these are in the Bradford city centre, with a secondary concentration in the Aire Valley. There are less than 200 rooms respectively in the Haworth and Ilkley areas. About two-thirds of serviced rooms are budget / 2*, and about a third are 3 / 4 * quality.

There is also a concentration of self-catering accommodation in the Haworth area (reflecting a leisure / holiday demand) and the University of Bradford can provide bedspaces at certain times and online sites such as Airbnb provide accommodation in private homes in various parts of the district.

Serviced accommodation and staying with friends and relatives account for the majority of overnight stays (see section 2.1).

3.2 Recent and potential developments

Bradford district has seen a number of developments in recent years and has a number of potential developments in the pipeline:

- Hotels – Jurys Inn (2010), Premier Inn (2011) and Travelodge (2012)
- City Park (2012)
- Broadway Shopping Centre (2015)
- Bradford's 'Renaissance' – the Independent Quarter and North Parade, West End, Sunbridge Wells and Ivegate.
- Bradford Odeon – plans to develop the Odeon into a music venue, with 3500 seating and 4000 standing in stalls (making it the third largest in Yorkshire)
- St Georges Hall currently undergoing a £4m refurbishment
- City Centre Growth Zone - a £35 million initiative set-up to support new businesses and existing business growth
- Cinema and restaurant developments near the Broadway centre.

3.3 Markets and performance

In terms of **overnight** markets, occupancies in Bradford, while improving, are relatively low for a major city (approximately 70%). Rates are low (an average of £38.71 in 2014) and room yield was also low (£27.13 in 2014) – as a comparison this was approximately half the yield of York and Leeds.

Overnight stays are typically **non-discretionary** and are driven by:

- **Business** – mainly corporate travellers. Conferences are not a significant component of the business mix and tend to be day events (not overnight)
- **Travel trade** – hotels in Bradford are attracting coach business. This is mainly using Bradford as a base for touring the north (e.g. going to York, Haworth etc.) or as stopover for going to Scotland. Price rather than the destination is the appeal.
- **VFR / social events** – including weddings, graduation, student VFR, the local community
- **Events and Festivals**
- **'City' breaks** – driven by a number of elements – e.g. Alhambra productions, price (and using Bradford as a base for the surrounding area).

Within the Haworth area there are some short stay / additional holidays – probably driven by the wider South Pennines / West Yorkshire offer, and a combination of activities (sightseeing, cities, walking etc.).

In terms of **day visitors** the larger market groups are:

- **Attractions visitors** – typically visiting for one attraction (but not much more). A high proportion of these are local (primarily from Bradford itself) and families, but not all.
- **Sightseers** – these are similarly linked to attraction visitors. They may be visiting an attraction but will also be undertaking a wide range of activities in the destination, typically with a longer dwell time. These are likely to be in Saltaire and Haworth (and Ilkley to a lesser extent). These markets are more likely to be couples / groups of friends, and travelling from further afield.

- **Groups** – these will undertake similar activities to the previous two groups but will be travelling as organised groups – either through the travel trade, clubs and societies or special interest groups
- **Walkers and other outdoor activities**
- **Events visitors**

In addition, there are a number of other smaller day visitor markets – drivers for these will include educational visits, theatre, and special interests (e.g. railways, literature, film etc.).

4. Strengths, Challenges and Opportunities

4.1 Strengths

In terms of its visitor economy, Bradford District has a number of strengths:

- A number of strong USPs, and product with international and national appeal (see section 3.1 above)
- The diversity of the offer – capable of attracting a number of different markets
- A large catchment population in close proximity - particularly the West Yorkshire conurbation and, to a lesser extent, Greater Manchester and Lancashire.
- A central location in UK (which is particularly appealing to the travel trade), and good accessibility (by road, rail and air)
- A number of free attractions (particularly in Bradford)
- Some strong events and festivals with broad appeal
- Attractive hotel rates, particularly in Bradford city centre (and especially at weekends).

4.2 Issues and challenges

In visitor economy terms, Bradford District is a diverse area. This is recognised by its subdivision into four discrete marketing areas. There are some common crosscutting offers and themes that cover parts of the district but not necessarily all of it. This diversity is both a strength and a challenge.

Challenges for the district include:

- There is not a unifying brand (or brand concept) for the district. Perceptions of, and associations with different parts of the district vary. As such a 'Bradford' brand is not necessarily appropriate for Ilkley/Wharfedale, and Haworth and upper Airedale (although there is potentially more relevance for Saltaire / Shipley).
 - Perceptions of Bradford are generally negative
 - Perceptually (and thematically) Haworth has more in common with the South Pennines
 - Ilkley sits more closely with Skipton and south Dales, or with Otley and Harrogate.

This is reflected in some of the Guide Books (see appendix 4).

- While there is some stand out product in the district, there is a lack of critical mass and connectivity (both in physical and thematic/offer terms) between areas. This means that the district functions more as a series of separate experiences but not a compelling or coherent destination.

- As a consequence, length of stay is relatively short across most of the district's 'destinations' – 2 hours to a half a day would be typical in Saltaire, Haworth, Ilkley and Bradford.
- Bradford, as a visitor destination, has challenges. It suffers from issues regarding its perception (see above) but these are founded on a reality.
 - There is a lack of critical mass of product (e.g. visitors to National Media Museum will come to the city centre but then leave without doing too much more) or a concentration of product in any one area (e.g. museums are outside the city centre and dispersed).
 - Things are improving dramatically (see below) but the city centre is still 'down at heel' in many places. In addition, compared to other city destinations (e.g. Leeds), it does not have a strong or distinctive retail offer, and has a relatively weak evening economy. This has drawn residents of the suburbs away from Bradford City Centre.
 - As a consequence, the centre often lacks animation or a buzz of activity and the 'comfort zone' for visitors is narrow - both in physical terms and also by times of day (particularly in the evening and night time).
 - The 'Bradford story' is not well told or interpreted. This, allied to points above, impacts on its sense of place (compared with Haworth and Saltaire).
 - Public transport links to Bradford city from Leeds, Manchester and London are weak, with old rolling stock and slow services (in contrast to the Aire and Wharfe Valley lines).
- The National Media Museum's positioning is ambiguous – is it a Bradford family fun day out or a regional / national cultural attraction?
- Across the district there are some good events but, there is a lack of a clear events strategy particularly in terms of potential impacts on the visitor economy.
- Opportunities for new development or products that will transform or significantly increase the scale of visitor economies in Haworth, Saltaire and Ilkley are limited – incremental growth is more realistic.
- Within Haworth and, to a lesser extent Saltaire, seasonality is an issue. There are also visitor management issues, particularly in terms of car and coach parking.
- Co-ordination and communication within the tourism sector could be better – both between public and private sector, and private-private sector. Previous groups (such as Destination Bradford) have ceased to exist due to a lack of engagement or focus.
- Resources for development and promotion of the destination are limited and unlikely to increase in the near future.

4.3 Opportunities

While there are challenges, Bradford district as a visitor destination has huge potential and there are significant opportunities for the future.

- There are a number of **themes** that have further development potential and could provide unique experiences for visitors (see section 3.1) – to either broaden the appeal (and length of stay, and spend) of existing visitors or attract new markets.
- Linked to this there is the potential for further development of Bradford district's **events** programme – in terms of strengthening existing or developing new events.
- **Bradford's renaissance** - while there is currently no one major proposed strategic opportunity or 'game changer', there are a number of potential new developments

in Bradford (e.g. the Broadway extension, Odeon, Sunbridge Wells, increasing numbers of overseas students to the University) that will bring about improvements to the offer for residents and visitors and help to further catalyse city centre development.

- Other **potential initiatives** that could impact positively on the visitor economy include the potential establishment of a Business Improvement District (BID) in 2018 (which will have public realm and marketing funds).

5. Aims and objectives

The primary **aim** for intervention in the visitor economy at a destination level is the generation of spend, profit and jobs. In its simplest terms this aim is achieved by a combination of attracting more visitors, and increasing their length of stay and spend.

There is significant potential to grow the visitor economy in Bradford District. Based on the current impact (£612m - see section 2.1), the **aspiration** should be of a visitor economy in the district that generates over £725m. This would help to support an estimated additional 1650 jobs.

Across the district, more specific **objectives** differ slightly by area.

For Bradford, intervention in the visitor economy, while trying to drive new business to the city centre, should also be about the following objectives or outputs:

- Helping to raise the profile and build a brand for Bradford as a destination, and also contribute to a wider place marketing agenda.
- Supporting city centre development and animation.
- Further developing product and providing more compelling reasons to visit.

Within the rest of the district, particularly Haworth and Saltaire but also Ilkley and the rural areas the following are important objectives:

- Ensuring good management of the destination
- Increasing length of stay
- Growing business out-of-season.

6. Strategic Approach

6.1 Markets

Developing the visitor economy in Bradford District must be predicated on a clear identification of target audiences.

The following table summarises potential **markets** to develop and intervene in. These markets will currently already be visiting but to differing degrees.

Market segment	Overview
Coach Operators and Group Organisers (UK)	<p>A UK market comprising retired groups (65+), clubs and societies, from within a 2 hour catchment area. They will be visiting for the day and overnight.</p> <p>They will be attracted by the location and accessibility, the combination of high profile products and attractive countryside, and (potentially) the reasonable rates.</p>
Overseas coach tours	<p>Inbound tour groups looking at UK highlights. Typically first time visits to the UK and likely to be older age groups. Both day and staying visitors. Primary attractions will be Haworth and Saltaire but there would be opportunities to increase spend in Bradford through added value activities.</p>
Families	<p>Younger families (with children aged up to 12-14 years). This will be primarily a day visitor market, typically from Bradford district itself and West Yorkshire but also potentially from further afield. It may be accompanied by a VFR market.</p> <p>The offer will be varied for this market. While there is scope to grow volume, there is also the potential to increase length of stay and spend, create a sense of pride in the local area, and increase awareness.</p>
Active Indulgents	<p>This is a domestic market that will undertake day trips and short breaks. It will predominately be older couples travelling without children and be typically from higher socio-economic groups. They will be interested in heritage, cultural and countryside activities but also in indulging themselves (food, shopping, drink, accommodation).</p>
Young explorers	<p>A domestic market – primarily day tripping from the West Yorkshire area but also from further afield (with some staying visitors). They will be under 35, and either single, couples, or groups of friends. Typically they will be higher socio-economic groups (graduates / young professionals).</p> <p>Primarily a Bradford segment they will be motivated by somewhere different to visit, an authentic and eclectic</p>

	experience, and a combination of cultural activities and nightlife.
Events	Characteristics will vary according to individual events.

More detail is provided on these segments in appendix 4.

6.2 Positioning

This destination plan is not intended to be a branding strategy. However, the positioning of the district and its products is key in developing the visitor economy. Within Bradford District, there are potentially multiple destination brands and products, which will have different levels of resonance depending on the audience. For an international audience, the brand might be as simple as Yorkshire or even just the North – or specifically the Brontes in some markets. For a more local audience, there will be more awareness but perhaps a lack of understanding on how the experiences can fit together.

At present, destination marketing activity focuses on four places and areas – Bradford, Haworth, Saltaire and Ilkley. This makes sense – they are distinct places, separate from each other (although Bradford and Saltaire are more easily connected in terms of transport) with generally different offers and markets.

The following table summarises, for these four areas, the essence of the offer from a visitor perspective and how, in broad terms, these areas can be positioned in the market place.

Bradford City	South Pennines and Haworth
<p>Essence of offer:</p> <p>A cultural city – contemporary culture, art and film</p> <p>A festival city</p> <p>A diverse city - multi-cultural, inclusive, colourful</p> <p>Authentic / real</p> <p>Quirky / eclectic / left field</p> <p>Family friendly</p> <p>Positioning</p> <p>Day out</p> <ul style="list-style-type: none"> – Family day out – value, compact, quality - Young explorers – art / culture and nights out <p>Overnight</p> <ul style="list-style-type: none"> – Bradford Plus break - culture, heritage (inc. Saltaire), Leeds, curry and craft beer - (An added value) base for group excursions 	<p>Essence of offer</p> <p>Quintessential Yorkshire - rugged / grit / windswept</p> <p>Literary heritage</p> <p>'Wuthering Heights'</p> <p>Back in time/ a bygone age (KVWR, 1940s weekend etc)</p> <p>Artisan / Fair Trade / Independent</p> <p>Inspirational / active landscape</p> <p>Positioning</p> <p>Day out</p> <ul style="list-style-type: none"> – the Brontes, Haworth and moorland walk - family time together on the KWVR - group excursion <p>Overnight</p> <ul style="list-style-type: none"> – South Pennines – walking, sightseeing in off-the-beaten-track Yorkshire

<p>Saltaire</p> <p>Essence of offer World class heritage Compact beauty Cultured / engaged pottering Arts, crafts and home treat (shopping) Hockney</p> <p>Positioning Day out – must see heritage site with art, and luxury shopping - Group excursion</p>	<p>Ilkley</p> <p>Essence of offer Urbane / chic / smart / trendy Partner time Yorkshire and Victorian hauteur (Harrogate light) Easy outdoors / rugged (but comfortable) Quality restaurants and bars</p> <p>Positioning Day out – easy walking, and a spot of indulgence (food, drink, shopping) Overnight – short break base – best of rural and urban.</p>
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Achieving a unified brand concept for the whole area is probably unrealistic. Similarly, developing campaigns for each destination (with separate resources and collateral) is probably also unrealistic (even with considerably more resources than are available at present) – although digital marketing techniques allow more differentiation between markets than was previously possible.

'Bradford and beyond' provides a potential umbrella for marketing the whole of the area but key is the messaging and activities below this. Section 8 below outlines the marketing approach in more depth.

Bradford as a city requires a specific focus on its own - it also requires a positioning that differentiates it from competitor cities - Leeds, Sheffield, York, and to a lesser extent Huddersfield and Wakefield. This needs to tie in with wider place marketing activity but from a visitor perspective this could be predicated on three potential pillars:

1. A Cultural City
2. A Festival City
3. A Diverse City.

7. The Destination Management Plan – Product and Place

7.1 Strategic Need

While the district has some excellent product and places, there are challenges to these – and connectivity (both in physical and thematic/offer terms) between areas (see section 4.2). For the district to truly realise its significant potential there is a **need for further product development**.

This is particularly the case for Bradford itself. A longer term aspiration or need would be for the development of a second major arts or cultural facility to complement the National Media Museum. Ideally this would be located in the city centre to help to create a greater critical mass of attractions and ideally look to celebrate some of Bradford's themes (see below).

Other priorities in Bradford, from a visitor perspective, include:

- Further development of the **evening economy** - particularly in terms of restaurants and bars. This is gradually happening (see section 3.2) and is being facilitated by city centre development initiatives. The visitor economy can play a role in helping develop this sector – through engagement with it, and targeting markets that will help support these operations (e.g. young explorers – see above).
- Further development and upgrading of the **retail** offer
- **Animation** and management of the city centre particularly in the evening (this links to the previous point about the evening economy).
- In the long term, re-development of the **Bradford Interchange** area which is a poor gateway.
- Achieving the refurbishment of St. George's Hall, and re- development of the Odeon.

Outside of the city centre (primarily within Saltaire, Haworth, and Ilkley) the product and place priorities are primarily around reviewing and improving **visitor management** (i.e. toilet provision, car and coach parking, signing and interpretation), continued development of quality retail, and catering businesses where appropriate, and continued development of **events and festivals**, particularly out-of-season (see below). Saltaire, as a world heritage site, has a comprehensive Management Plan (see appendix 2) which provides an appropriate mechanism for this. This model should be extended to Haworth and Ilkley.

Across the district there are a number of themes or areas for potential product development.

- The key one is further development and promotion of an **events and festivals** programme. As far as possible this should tie in with, and strengthen, the key themes and offers of the district and its destinations (e.g. walking, multiculturalism and diversity (arts, markets, tolerance and peace curry etc.), heritage, photography and film, art literature). Events should be a tool for creating demand at quieter times (the Saltaire Festival and Ilkley Literature Festival are good examples). They should be a key component of the experiences that the destination promotes (see section 8).
- **Curry**. Curry is a strong theme for Bradford – the city is synonymous with it and invests annually in 'Curry Capital'. However, for a visitor it is not necessarily easy to experience this as a product, and the story is not well told. Further development of the offer is a priority.
- **Hockney**. Hockney is one of the UK's most important modern artists (possibly the most important) and a potential theme of huge importance to Bradford if it can be further developed. Hockney would be the ideal theme for a major new arts facility (see above) - which may or may not be feasible. In the interim, the Hockney theme should be further developed as an experience (see section 8) building on Salt's Mill, the Cartwright Gallery and, ideally, temporary exhibitions.
- **Guided tours** that tell the Bradford story and added value activities for coach groups -developing a network or database of guides across the district would be

desirable, particularly in Bradford itself. The city is attracting travel trade business but not maximising spend or word of mouth recommendations from this group. The development of guided packages and other added value activities would increase the spread of visitors within the city centre.

Other strong Bradford district themes, like photography and film, literature, multiculturalism, industrial heritage, and peace and tolerance are best developed through a combination of existing product, guided tours and festivals / events.

While staff training and development is primarily the responsibility of individual businesses, there is a need at destination level to look at improving product knowledge and upselling of the area (on restaurants, places to eat, attractions, transport information etc.) among front of house staff.

7.2 Activities and actions

The following table outlines potential areas of destination intervention for the visitor economy over the next five years.

Activity	Description and action
New cultural facility	Undertake scoping and pre-feasibility study to look at the broad concept, feasibility and siting of a major new cultural facility.
Events Strategy	Development of an events strategy to include an audit of existing activity (particularly identifying primary events with tourist appeal), identify gaps and opportunities, and the types of events to potentially be supported and promoted in the future.
Management Plans	Develop detailed place management plans for Haworth, in the first instance, and Ilkley. These should look at local destination management issues in some depth – e.g. car parking, coach parking and coach facilities, toilets, and information provision (signing, interpretation, information points and potential partnership information outlets) and identify realistic actions for the future.
Curry	Develop the curry product. An initial action will be the development of an appropriate group or partnership of operators that are potentially interested in working on a collaborative basis. Subject to this there should be a programme of 'soft' product development around better information provision on restaurants (how to get to them, opening times and booking requirements, alcohol provision or not etc.), and interpretation and telling the story of curry in the Bradford area.
Guided tours	Develop a database of potential guides that can work with / be booked by the travel trade, along with a number of sample itineraries for the district. These would be for both walking and

	coach tours. Developing Bradford product is a priority.
Training	Develop and roll out a programme of product familiarisation and product knowledge for front to of house staff in key visitor facilities (accommodation, attractions, cafes/restaurants, transport hubs, retailers etc).

8. The Destination Management Plan – Promotion and Information

8.1 Strategic Need

Effective marketing is based on presenting the right product to the right market. As explained in section 3, the area has a diversity of products and markets which means that a 'one size fits all' approach will not be effective. With the advent of digital marketing techniques, it is now more affordable and realistic to reach specific markets with distinct messages – and this is the necessary approach for the Bradford district.

Section 6.1 identifies potential target markets for the area. These will require both different messages but also different channels of communication. An overview of the channels required to reach these markets is summarised in appendix 6.

There are a number of crosscutting principles that should underpin the destination marketing approach. These include:

- Building **awareness** of the district and the wealth of its options. Perceptions and awareness are challenges (section 4.2) – over time these need to be addressed.
- Focusing on **the market and experience**. Markets are becoming more focused on experiences and less on places. This is particularly the case for a destination like Bradford district where awareness is not strong and perceptions can be negative (see above). The sales pitch in marketing needs to be about specific activities and itineraries (ideally focused on specific markets).
- **Dynamic** marketing – digital media allow for (and require) dynamic content. Experiences and itineraries that are proactively pushed (on the web, and through social media) should be changed through the year – reflecting seasons, what's new and fresh (e.g. events and festivals) etc.
- **Upsell** and **cross sell** the destination – promotion of specific experiences should focus on upselling something else in the district – e.g. a walk on Ilkley Moor and a cup of tea in Bettys or pint in the Bar Tat – or cross-selling e.g. 'like Salt's Mill, you might like Cartwright Hall'.
- Keep it **simple** and make it easy – experiences and itineraries need to be simple (e.g. based around a half day or 24 hour option) with only a limited number of options. Too much information is counter-productive.
- New ways of delivering **in-destination** information. Historically in-destination information provision in the district has been based around largely reactive Visitor Information Centres and print. More dynamic and proactive models need to be adopted in the future.

8.2 Activities and actions

The following table outlines potential areas of destination intervention for the visitor economy over the next five years.

Activity	Description and action
Experience and itinerary development	Develop content on experiences and itineraries that are focused on the different target markets. These should focus on half and one day (and possibly two+ days) itineraries and focus on key potential experiences – with cross-selling and upselling opportunities (see above). Itineraries should also be potentially tactical – reflecting events and seasonal opportunities.
PR activity	Press activity (including broader activity including travel bloggers) will be key to both developing awareness but also supporting tactical opportunities (e.g. events) and a coherent campaign needs to be developed through a range of activities including familiarisation trips. This should target bloggers, specialist publications and the local press, and also regional and national press (which will have continued importance for some markets).
Website	The destination should have an enhanced and dynamic website which is visually engaging and leads with a series of experiences/itineraries that regularly change (see above). Behind the experiences there needs to be the comprehensive listings on visitor related facilities that the VisitBradford site currently features – ideally these need to be more curated to make it easier for the visitor. The site also needs to be designed in a mobile friendly way.
Social media	Developing a social media strategy is of key importance, particularly for younger market segments, and for promoting tactical opportunities like events. The campaign should feature competitions, quiz, prizes for best photos etc. and be conducted across a range of different social media platforms.
A programme of managing third party content	Third party travel sites on Online Travel Agencies (OTAs) (such as TripAdvisor, Booking.com) have huge importance in the market place. They provide opportunities for the distribution of content and itineraries, and an ongoing programme of activity should be developed.
In-destination print – focusing more on the specifics	Print should focus more on an in-destination role providing detailed suggestions and practical information for visitors in the area (like, e.g. the current Saltaire Guide). Initially it is suggested that guides are produced for the four areas of Bradford, Haworth, Saltaire and Ilkley.
Tactical campaign activity	Campaign related activity (i.e. a focused set of promotional activity on specific product or market involving print, PR, advertising etc.) is likely to be undertaken on an ad-hoc basis as

	<p>opportunities arise (e.g. Northern Growth Fund activity with Leeds).</p> <p>One area of campaign activity would be a 'Discover Your Doorstep' campaign targeting families and other residents (and by extension the VFR market) in the West Yorkshire and North Yorkshire areas. This would feature a range of activities (see above and appendix 6). It could, in time, be developed on a West Yorkshire basis.</p>
Database development	Developing databases of markets, particularly travel trade, will be an important part of the marketing approach. All digital activity (especially) social media should be orientated at capturing user contacts.
In-destination information	As in-destination information moves away from VIC services, alternatives should be explored and developed (as e.g. part of local management plans). These could include partnership activities, pop-up VICs, and in-destination print and a mobile friendly website (see above).

9. The Destination Management Plan - Facilitation and Partnership

9.1 Strategic Need

The visitor economy in the district is not working as a coherent whole – partnerships across the district and within specific areas are quite weakly developed. While there are valid reasons for this – changes in personnel over the years, a loss of momentum of activities, and, in some areas, a lack of critical mass of operators.

However, moving forward the visitor economy sector needs:

- Leadership in terms of an organisation or group that will drive the Destination Management Plan forward.
- Greater private sector involvement in decision making and implementation, and funding destination related activity
- To work in a wider context in terms of:
 - Working with other interests (planning, regeneration, place marketing, WHS management, events, culture etc.) across the district to ensure a holistic approach to the visitor economy is adopted;
 - Work beyond the district's boundaries with other destinations (Leeds, and West Yorkshire, the Dales and Harrogate) and operators, and with Welcome to Yorkshire to provide and promote customer focused experiences.
- Facilitate and enable partnerships to work locally and develop initiatives together;
- Improve market and product intelligence.

VisitBradford should be the **lead organisation** for the implementation of the DMP. There are a number of options for this. It could:

- Stay as it is – i.e. a section within Bradford MDC;
- Become a separate (or arm's length) public / private sector organisation. This is a risky (and potentially time consuming option) since the scale and nature of the private sector means this may not be financially viable;
- Form part of a wider city centre group (e.g. the Make it York, or CV1 model) within Bradford MDC. This would be dependent on wider re-organisation but would have the advantage of closer linkages with, for example, city centre management and events development. However, the danger is it becomes too city centre focused to the detriment of the wider district.

9.2 Activities and actions

In the short to medium terms (i.e. next five years), VisitBradford should either stay broadly as it is, or form part of a wider city/district place development and marketing team.

The destination plan will need to be 'owned' and implemented in partnership with other organisations. A successful model will be likely to have:

- A steering group for DMP implementation.
- A new approach to working with other BMDC departments / units (e.g. City Centre Management, Events team) and to working with regional partners like Leeds City Council and other West Yorkshire authorities, on specific campaigns (particularly around the 'Discover your Doorstep' campaign) with a view to maximising joint budgets and potential Bradford District return on investment.
- A more pro-active approach to maximising the potential opportunities for gaining more impact within existing Welcome to Yorkshire programmes – particularly in digital programmes, and benefiting from their high level of social media engagement and travel press activity.
- Development of local groups (or working more closely with existing groups) with a brief to develop local management plans, develop itineraries and identify tactical opportunities for content (like events). Although, this should not lead to a proliferation of too many groups with no real agenda - where there are groups these need to be action focused, with a 'start and finish' programme.

Appendix 1: Market and consumer trends

- **The continuing “Staycation”.** The economic downturn led to a change in holiday behaviour and attitudes, with leisure becoming ever more important even as finances were stretched. The increase in domestic trip taking and parallel decline in overseas travel was initially driven by cost, but many other factors have contributed to the continuation of the trend – including a preference for multiple short breaks over the year, risk aversion, last minute planning, more deals and offers available through online travel agents and daily deals sites, hotel and visitor accommodation development and improvement, including a number of new accommodation products that have captured the market's imagination and new visitor attractions, events and festivals. In the short term, the staycation effect is likely to remain.
- **Economics and recession-led trends.** In the longer term, holiday taking patterns are unlikely to revert to pre-recession patterns – for some people behaviours have changed fundamentally, while others have discovered and genuinely enjoy breaks in England. There is however an ambition to have long holidays abroad, which people will do when they can afford to. There is also likely to be a continuation of recessionary spending patterns even after recovery (and especially among younger generations) – this means more emphasis on deals, offers and added value packages. However, recessionary experiences (and therefore recovery experiences) differ among consumers – some consumers have experienced increased spending power, others the opposite.
- **Other recent domestic tourism trends** include:
 - Turning VFR trips into leisure ones. The driver behind this has partly been economic (see above) but other drivers exist which may mean the trend may continue – these include maximising leisure time, and the changing demographic picture (creating more opportunities for family get-togethers).
 - Domestic tourism can benefit from wider trends – e.g. health tourism (spa breaks) and active / adventure tourism. This will be driven by a more active retired generation.
 - Rural and urban tourism have experienced strong growth in recent years. Both destination types can benefit from the growth in short breaks, with an opportunity to combine breaks (rural and urban).
- **Domestic visitors are often creatures of habit** -two thirds of people booking a UK destination do not consider another destination – 93% of these will have visited that place previously. Four fifths are not influenced by any advertising. Destination choice, especially for short breaks, tends to be driven by where someone lives – they will typically be looking at options in their immediate region (up to 2 hours away).
- **Population changes** include:
 - **An ageing UK population** – in the medium term the number of people over 65 is increasing. This generation is a powerful economic force, with sufficient time and disposable income to enjoy short breaks and regular holidays – albeit spending power can be threatened by declining values in pension plans and savings.
 - **Growth in younger generations** - while this is a potential opportunity for domestic destinations, it is also a challenge – this group is characterised by a lack of

knowledge and also prejudices about England and English destinations which prevents them considering these as holiday or break options. The Generation Y market also has very different requirements and expectations from hotels, accommodation businesses and destinations, with a greater importance placed on distinctive design, a relaxed atmosphere and a high level of technology and connectivity.

- **A 'squeezed' middle generation** – the 35-49 age group is going to decline numerically. This group will be time poor with a potential consequence an enhanced desire for quality time and treats.
- **Family composition** is also changing – with grandparents more involved in childcare (the 'Vertical Family'). This has implications with potentially more intergenerational family holidays and a need for appropriate products to cater for this. Similarly, the UK population is becoming increasingly **ethnically diverse** and this represents a market of increasing importance but one that is poorly understood.
- **Online booking and marketing** - Information technology and the ways in which consumers access tourism information have changed dramatically over the last twenty years - and continue to do so. The following are some of the key factors relevant to tourism information provision:
 - In general, the internet is the primary source of visitor information. Mobile (tablet and smartphone) are becoming increasingly important - particularly in terms of providing in-destination information.
 - There are a number of well-established internet players providing potential visitor information. These include Google, TripAdvisor, Online Travel Agents (OTAs) and booking sites (like Expedia, Last Minute, Booking.com, Late Rooms), meta-search engines (or aggregators like Trivago and Kelkoo) deal sites (Groupon, Wowcher), and the 'Sharing economy' (AirBnB).
 - Destination sites are only one of these - they tend to be used at the planning stage of the customer journey.
 - Different market groups (life-stages) will plan their trips in different ways - some groups will often leave their trip planning to the 'on-the-move' / in-destination stages. There are differing attitudes to, and use of, digital and social media. The largest (and growing) group are 'info-seekers' who are actively using digital to seek and find information.
 - **Social networking will increase in importance** - online networks will be a vital channel for businesses for distribution, awareness creation and recommendations. Impacts of this include the amplification of negative experiences, disintermediation (consumers direct to businesses), fear-of-missing out' (FOMO), which means consumers want to share the experiences of their peers – they want to hear stories and have stories to tell and share.
 - The direction of travel in information provision is '**mobile first**' for all stages of the customer journey – particularly in terms of in-destination information. **Rating experiences, making information simple, and developing customised unique experiences** are also key trends in customer demands – For marketers, there is need to convey the potential experiences quickly and visually. Wireless access on holiday and information in the right format will be key. Bookings will be more 'last minute'.

- **Tourism is becoming increasingly experiential** - tourists are looking for 'immersion' in a culture, unique experiences, authenticity, exploration, adventure and personal fulfilment from their holiday experience. The 'what' is more important than the 'where'. From a marketing perspective customising and personalising are key – different market segments want different experiences.
- Linked to this, as we, as a society, have become **more 'active'** (i.e. doing many things) we have created time pressures and a subsequent desire for control in our lives. This means a desire for greater simplicity in some of our choices and, linked to the technology trend, is the move to 'Individualocracy' and the desire for personalised products.
- While environmental concerns are not currently mainstream in terms of holiday taking decisions in the UK, for some markets, other consumer trends include **evolving ethical concerns** among consumers. These are now broader than more established environmental concerns and conspicuous forms of consumption have fallen out of favour (with an emphasis on consumers learning new skills and acquiring 'cultural capital' to distinguish themselves).
- **Inbound tourism** is forecast to grow in the UK. The Deloitte/Oxford Economics report for VisitBritain projects a 6.1% per annum growth in inbound tourism to the UK and an average real annual growth rate of just over 14% in overseas tourist spending in the UK through to 2025. Strong growth is expected to come from the emerging economies such as China, UAE, India, Brazil and Russia due to the increasing wealth of consumers in these countries. However the potential impacts of Brexit remain unclear – potentially visa arrangements, currency strength, cultural links and brand strength could all impact.

Appendix 2: Policy Context

Bradford City Plan Prospectus (Feb 2015)

This highlights importance of visitor elements – City Park, events National Media Museum (and Bradford City of Film), theatres, shopping in the city offer (and regeneration). It also highlights that:

- Bradford needs to have a secure distinctive role that is complimentary to neighbouring towns and cities.
- Develop a clear offer that plays to our distinctive assets and strengths
- Provide the leisure services and facilities that businesses, customers, residents and visitors demand

Five point plan which is based around Bradford City Centre as:

- A Place of Dynamic Business & Entrepreneurship
- A Centre of Excellence for Learning
- An exemplar of 21st Century Urban Living
- A Major Transport Hub
- A Destination & Experience

Transport hub highlights the need to develop a modern pedestrian way-finding strategy in conjunction with city centre management, in order to improve legibility of the central area. As a city centre, the plan identifies key elements as cultural resources (the NMM, Alhambra Theatre, St. George's Hall, UNESCO City of Film Designation), festivals, the Asian influence (in restaurants and retail), and the backdrop of Victorian architecture. The challenge is to develop the city centre as a key visitor attraction and overcome negative perceptions of Bradford.

There is a need to:

- Better understand the performance of the city centre as a visitor destination;
- Develop a more coordinated approach to the management and marketing of the city centre;
- Continue to invest in the public realm and ensure good connections between the city centre's component parts;
- Encourage a good balance of mainstream and independent traders to distinguish the retail offer so that it can compete with other retail destinations and with online shopping;
- Develop the evening economy;
- Ensure a rich programme of events and leisure opportunities; and
- Continue to encourage new cultural and visitor attractions.

The vision is identified as 'Bradford city centre will be a destination of choice for leisure and shopping for residents of the district, with a unique and attractive offer which is distinctive from other centres. The city centre will welcome visitors from the UK and overseas, who will be attracted by its rich cultural offer, excellent services and vibrant street life'.

This will be predicated on an attractive retail experience, a thriving evening economy which attracts all types of visitors including families, a world class, vibrant cultural experience, and a local regional, national and international reputation.

Key actions will include:

- Establish a retail strategy for the primary shopping streets and highlight those areas where comparison retail activity should be focussed. To include plans and proposals for the future markets offer in the city centre.
- Reinforce the 'Top of Town' as an important convenience and independent retail destination, and as a key arrival point with excellent public transport connections, car parking capacity, and accessible public realm.
- Manage and maintain the city centre to the highest standards. Develop a Destination Management Plan with partners
- Work with centre managers, retailers and businesses to develop an Evening/ Night time Economy Strategy that is family friendly and appeals to all.
- Seek to grow the cultural offer in the city centre including the redevelopment of the Odeon as a large modern music venue; the refurbishment of St George's Hall as a concert venue, and the delivery of a new city centre based sports facility. Work to attract more privately run and commercially sponsored events and facilities.

Airedale Corridors - A Masterplan & Strategy for Airedale (Airedale Partnership)

Focus on Keighley, Bingley and Shipley. The Masterplan identifies, within the Lifestyle corridor theme, that components for the town centres include the development of high-quality leisure and cultural facilities within the town centres. Components for tourism development include:

- Co-ordinated marketing and promotion of destinations with online booking and payment;
- Provision of high-quality hotel accommodation in three town centres to encourage overnight stays for tourists and business users alike, with provision of conference and leisure facilities;
- Concentrated development of the tourism product at the three key destinations of Saltaire World Heritage Site, Keighley and Worth Valley Railway and Haworth.

The Masterplan makes a number of recommendations of relevance to tourism development including:

- Enhancements to the rural landscape.
- Development of a high-quality hotel with conference, leisure and restaurant facilities, and an Arts Centre in Keighley

In terms of Saltaire, the plan highlights that the historic contexts provided by the village, the park, the canal and Airedale itself provide a vital context for Salt's Mill, but do not in themselves offer much to the non-specialist visitor. There is a need for change (rather than fossilisation) within the village. The plan proposes:

- The development of a hotel between Shipley and Saltaire, on the Saltaire Road.
- Refurbishment of Roberts Park
- Development of a visitor and interpretation centre located on land at Caroline Street between the new hotel and the Mill.

Saltaire WHS Management Plan 2014 (Bradford MDC)

This recommends a number of actions including:

- Improving signage to and within the World Heritage Site and deliver better interpretation
- Exploring the feasibility of a major new community arts building

- Exploring the feasibility of creating and interpreting an historic residential property open to the public
- Developing a distinctive tourism offer for the Site which complements and delivers on CBMDC's Cultural and Tourism Strategy objectives
- Carry out regular relevant and bespoke visitor research
- Conduct a feasibility study into the development of B&B and hotel accommodation in the immediate setting of the WHS

Bradford a Leading Cultural City 2014-2024 (Bradford Cultural Strategy)

The Vision is of 'A leading cultural city that people love and enjoy'.

Diversity is a key theme of the strategy. The Cultural strategy is built on five strategic priorities:

- Priority 1: Investing in our People - A District where people can freely access, enjoy, create, engage in and contribute to Bradford's cultural offer.
- Priority 2: Building a resilient and sustainable sector – Create an agile, enterprising, and entrepreneurial creative and cultural sector.
- Priority 3: Responsible and active Leadership – A 'can-do' leadership position at all levels that engenders ownership, responsibility and ambition.
- Priority 4: A thriving cultural offer – One that inspires our residents and visitors and delivers a magnificent cultural experience for all.
- Priority 5: A cultural destination – telling and selling our story – Encouraging people to actively take part, watch, engage and experience Bradford as a leading cultural city locally, nationally and internationally.

Key points within these priorities include:

- Training, and supporting people to position Bradford as a leading cultural City – i.e. a focus on the experience and not just on marketing
- Developing a thriving cultural offer through developing a **Festival City**. Promoting the wealth of nationally renowned festivals (such as Ilkley Literature Festival, Bradford Animation Festival, Bradford International Film Festival, the MELA, Saltaire Festival and World Curry Festival) as part of an annual calendar will be a starting point to establishing the district's festival offer but there is an aspiration to deliver an iconic festival for the district.
- Addressing the 'whole' experience – for example, investing in parking and transport; bars and restaurants and shopping will create a better holistic experience during leisure time.
- Culture will be used as a distinctive vehicle for re-positioning Bradford as an appealing City in the minds of residents and visitors. The intention is by 2024 that Bradford District is positioned as a leading cultural city in the UK - a City that is front of mind as a cultural destination. Part of this includes:
 - Building audience intelligence and an understanding of what residents and visitors want
 - Improve marketing of place across the district. The council, cultural sector and communities need to work together to build collaborative approaches to reaching and persuading audiences and visitors to engage, concentrating combined resources on the best opportunities to develop campaigns that are fully integrated and impactful.

Appendix 3: Product Offer

Product element	Product offer – by area.				
	Bradford City	Saltaire, Baildon, Bingley	Ilkley and Wharfedale	Haworth and Keighley	Stand outs
Countryside / outdoor activity		Walkers are Welcome (Baildon and Bingley) Baildon (and Baildon Moor) Aire Valley Towpath Airedale Greenway Bradford's Millennium Walk	Ilkley Moor (and others) Wharfe Valley Walkers are Welcome (Burley in Wharfedale) Tour De France route Dales Way / Dales High Way Bradford's Millennium Walk	Haworth Moor The Bronte Way Bradford's Millennium Walk Great Northern Railway Trail Calder Aire Link (cycling)	Ilkley Moor Haworth Moor
Arts and Culture	National Media Museum and IMAX City Of Film (and Film Heritage) Alhambra (regional theatre) St George's Hall Cartwright Hall (Inc Hockney Gallery) Impressions Gallery Kala Sangam	1853 Gallery (and Hockney)	King's Hall and Winter Gardens	Bronte Parsonage Museum	Hockney National Media Museum Bronte Parsonage Museum
Heritage	Bradford Industrial Museum	World Heritage Site (inc distinct architecture)	Manor House (closed)	Bronte Parsonage Museum	Bronte Parsonage Museum

	Bolling Hall Bradford Cathedral Peace Museum	Salt's Mill Shipley Glen Tramway		Keighley and Worth Valley Railway East Riddlesden Hall Cliffe Castle Museum and Gardens The Police Museum	Saltaire (WHS and Salt's Mill)
Environment and Towns	Mixed – superb architectural heritage and buildings (e.g Little Germany, City Hall), City Park but also blighted by poorer architecture in many places	Saltaire village - WHS	Ilkley - attractive Victorian spa town	Strong sense of place in Haworth and attractive village	
Retail	Broadway and city centre shopping – typically budget to mid high street brands	Salt's Mill and independents with visitor appeal in Saltaire	Mixture of mid to designer high street brands and independents	No. of independents, particularly at top of village.	
Family	National Media Museum and IMAX City Park	Shipley Glen Tramway Cycling	Ilkley Lido Toy Museum	Keighley and Worth Valley Railway	National Media Museum
Accommodation	Nearly 1400 rooms – mix of 3/4 star (BW Cedar Court, Midland, Great Victoria, Bradford) and budget/2* (e.g. Jury's Inn, Campanile). Majority (about two- thirds) are budget/2*.	Nearly 500 serviced rooms concentrated in small number of hotels (e.g. Mercure Bankfield, Marriott Hollins Hall, Ibis Shipley, Premier Inn Bingley).	Approx 150 serviced rooms – inc. 3* Craiglands and Rombalts	Approx 80 serviced rooms mainly in smaller independents (exception is the Travelodge Keighley) plus approximately 75 self-catering properties (the majority of the District's supply).	
Conference and	Various small / medium				

business	sized venues				
Events and festivals	Bradford Festival, Bradford Literature Festival World Curry Festival Mela Festival City park Events	Saltaire Festival Bingley Music Live	Ilkley Literature Festival Ilkley Summer Festival Ilkley Arts Trail South Pennines Walk and Ride Festival Wharfedale Music Festival	Haworth 1940s Weekend 1960s Weekend Steampunk Weekend	
Food and drink	Curry North Parade / West End Bradford Brewery	No. of independent cafes and bars Brewing - Saltaire	Good range of cafes / tea shops, restaurants and modern bars Brewing – Ilkley	Beer and Brewing – Tim Taylors, Gosse Eye, Naylor's, Old Bear	Curry
Other	Multi-cultural city Sport – Bradford Bulls, Bradford City FC Film		Tennis Club		

Appendix 4: Bradford in the Guide Books

Guide	Highlights	Feature	Quotes
Rough Guide England	Has a '30 things not to miss' section which includes Haworth and Bradford Curry. These are two of the eight Yorkshire highlights	<p>'Bradford and around' has about 2 pages. This features the National Media Museum, Saltaire and Salt's Mill'.</p> <p>Haworth has its own section – about a side which highlights the Bronte Parsonage Museum.</p> <p>Ilkley is in the Yorkshire Dales section. It has about a side of coverage featuring All Saint's Church, Ilkley Moor and the Manor House Museum</p>	<p>'The main interest in the centre of Bradford is provided by the National Media Museum'</p> <p>'The city's extraordinary attraction of Saltaire'</p> <p>'The small town of Ilkley holds a special place in the iconography of Yorkshire out of all proportion to its size. Vibrant and stylish, Ilkley has plenty to see.'</p>
The Lonely Planet England	<p>The guide has a top experiences in England - no Bradford mentions.</p> <p>Within the 'Yorkshire Highlights' there are seven places mentioned include:</p> <ul style="list-style-type: none"> Haworth National Media Museum 	<p>Bradford and Saltaire are featured in the 'Around Leeds' section. Each has about half a page.</p> <ul style="list-style-type: none"> Bradford elements that are highlighted include Bradford Mela, National Media Museum, ImaX, City Park, Bradford Curry Guide. The Saltaire section focuses primarily on Salt's Mill but also mentions guided walks. <p>Haworth has its own section - nearly three sides with a map. This highlights walks, Haworth Parish Church, KWVR, and Bronte Parsonage Museum.</p>	
Berlitz Great Britain	Has top 25 GB - no Bradford mentions	<p>Less than half a page on Bradford. Includes:</p> <ul style="list-style-type: none"> Salt's Mill National Media Museum <p>Bronte Country also get a separate mention (under north from Leeds section).</p>	Haworth 'scorched in summer, lashed by rain and wind in winter, this atmospheric place is home to the Bronte Parsonage'

Appendix 5: Market Segments

Segment	Coach Operators and Group Organisers (UK)
Characteristics	<p>UK market comprising retired groups (65+), clubs and societies.</p> <p>Typically within a 2 hour catchment area (Yorkshire, Gtr Manchester, Lancashire, East Midlands, West Midlands).</p> <p>Visiting for the day and overnight.</p>
Rationale	<p>Bradford district is attractive to this market and has the potential to develop it further. It is relatively easy to reach and is potentially influenceable with attractive packages and the right product.</p> <p>However, while representing a relative high volume market, it is not necessarily high yield and ideally should be targeted for off-peak periods. Cross selling other products / itineraries to increase length of stay in the district will also be important – e.g. Haworth and Saltaire (not just one of them).</p>
Essence of the offer	<p>Core elements of the offer for this market will be:</p> <ul style="list-style-type: none"> • Attractive rates (particularly hotels) • Location and accessibility (within the north of England / UK) • Combination of high profile products and attractive countryside.
Potential key areas and products	<p>Examples include:</p> <ul style="list-style-type: none"> • Haworth and Bronte Parsonage Museum • Saltaire and Salt's Mill • Ilkley – Ilkley Moor, Bettys, shopping • Alhambra (show specific) • Special interests themes – literature, Hockney, industrial heritage, faith and tolerance, railways and film locations.

Segment	Overseas coach tours
Characteristics	<p>Inbound tour groups looking at UK highlights. Typically first time visits to the UK and likely to be older age groups. Key markets will be South East Asia (China, S. Korea), and North America.</p> <p>Day visiting but also overnight. More likely to be visiting in peak / shoulder periods.</p>
Rationale	<p>Like the domestic market, Bradford is potentially attractive to this market, and it can be influenced and has the potential for growth.</p>

	The emphasis should be on securing overnight business (focused on Bradford) and increasing activities and spend (particularly within Bradford city centre).
Essence of the offer	<ul style="list-style-type: none"> • Good value overnight stay as part of UK tour • Location and accessibility (within the north of England / UK) • Combination of high profile iconic products in the immediate area (Haworth) and within an hour (e.g. York) • Added experience – e.g. evening special interest tour/talk, themed dinner.
Potential key areas and products	<p>In the short term primary areas / attractions will be Haworth and Saltiars but supported by:</p> <ul style="list-style-type: none"> • Local guide/welcome service • Special interest themes and study tours – multi-culturalism, faith, peace etc

Segment	Families
Characteristics	<p>Younger families (with children aged up to 12-14 years). This will be primarily a day visitor market, typically from Bradford district itself and West Yorkshire but also potentially from further afield. It may be accompanied by a VFR market.</p> <p>Families will have a spectrum of socio-economic characteristics (and will include 'Vertical' families). The defining characteristic will be time with, and entertaining children.</p>
Rationale	<p>Families are one of the key markets for a range of products in the destination. There is scope to grow this further from the local and regional catchment area.</p> <p>In addition to growing volume there is potential to increase length of stay and therefore spend, attracting this market will (particularly from local visitors) create a sense of pride in the local area, and increase knowledge of what the area has to offer for recommendations, VFR, social media activity etc</p>
Essence of the offer	<ul style="list-style-type: none"> • Family day out – time with the kids • Entertaining, educational and healthy • Value for money • Attractions, events and festivals, special open days and guided tours
Potential key areas and products	<ul style="list-style-type: none"> • Core family orientated attractions like National Media Museum, Bradford Museums, Keighley and Worth Valley

	<p>Railway, Shipley Tramway etc</p> <ul style="list-style-type: none"> • Events and Festivals • Outdoor activities – parks, Shipley Canal, Ilkley Moor etc.
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Segment	Active Indulgents
Characteristics	<p>This is a domestic market that will undertake day trips and short breaks. It will be predominately be older couples (45/50+), travelling without children (but may include younger age groups), typically from higher socio-economic groups (ABs). Day visitors will be primarily from West and North Yorkshire but also from Lancashire/Gtr Manchester.</p> <p>Overnight visitors will also come from these areas and will also come from a potential 1½ to 2 hr catchment (the north and north Midlands). They may combine elements of a Bradford visit with activities in the wider area (e.g. the Dales, Harrogate, South Pennines).</p>
Rationale	<p>This is a high spend market with disposable income and, in many cases, time. Bradford has good product to attract more of this market. There is potential to increase more lucrative overnight stays from this group, with the right offer.</p>
Essence of the offer	<p>This market will have two key drivers – including:</p> <ul style="list-style-type: none"> • Activities and experiences (albeit not necessarily in an explicit way) – these will be a combination of 'learning' experiences (i.e. heritage, and cultural sightseeing, attractions and events), and countryside and outdoor activities (a walk, bike ride). While, the balance will vary between individual groups this segment is not purely about outdoor physical pursuits (at least not on this trip). • Indulgence – the trip will also be indulging /treating ones self – e.g. eating and drinking in a quality bar / restaurant or café/tea shop, staying in nice hotel / cottage, quality shopping.
Potential key areas and products	<p>All areas of the District have the potential to attract these visitors – key elements could include:</p> <ul style="list-style-type: none"> • Haworth, the Brontes and walking. • Saltaire And Salt's Mill • Ilkley – Ilkley Moor or the Wharf Valley , shopping, cafes and restaurants <p>Aside from events, Bradford's offer is not currently as strong for this market but potential products include the National Media Museum, Impressions Gallery, Cartwright Hall. It also offers a potential accommodation for the wider area (e.g. Midland Hotel, Great Victoria Hotel).</p>

Segment	Young explorers
Characteristics	<p>This is a domestic market – primarily day tripping from the West Yorkshire area but also from further afield (with some staying visitors). They will be under 35, and either single, couples, or groups of friends. Typically they will be higher socio-economic groups (graduates / young professionals).</p> <p>They might be familiar with the area – from personal knowledge, friends, or may have previously studied in Bradford. They are more likely than other segments to be travelling by train.</p>
Rationale	<p>This market has growth potential, generating additional spend. It is also a potential ambassadorial role – helping to promote Bradford and put it on the map, and support Bradford's independent quarter.</p>
Essence of the offer	<ul style="list-style-type: none"> • Somewhere different to visit • An authentic and eclectic experience • A combination of cultural activities and nightlife
Potential key areas and products	<p>This segment will be primarily focused on Bradford and Saltaire. Key products will include:</p> <ul style="list-style-type: none"> • The National Media Museum – particularly the Imax and temporary exhibitions • Festivals and gigs – music, film, literature • Salt's Mill • Curry • North Parade, Sunbridge Wells and the West Ends • (Potentially) the Odeon

Appendix 6: Market Segments – marketing approaches

The following table outlines potential marketing approaches to different market segments

Market segment	Overview of potential activities
Coach Operators and Group Organisers (UK)	<ul style="list-style-type: none"> • Develop databases of clubs and societies and coach operators • Develop suggested itineraries, combining attractions with tours of Bradford district, film and TV links and special interest themes • Produce A4 leaflet/PDF, with itineraries, package prices, maps of coach parking, drop off points and driver facilities • Organise familiarisation visits for coach operators and organisers (via dedicated media and magazines) • Mailing to database with leaflet, fam visit invitation etc • On-going PR programme in trade and specialist press • Provide welcome service at key attractions with souvenir leaflet and map and offers for repeat visits
Overseas coach tours	<ul style="list-style-type: none"> • Develop database of existing and potential incoming tour operators via UKInbound and relevant attractions • Contact via email and social media with special offers, incentives, new coach facilities, meet & greet • Develop web pages (downloadable page) with itineraries and services • Work with Welcome to Yorkshire and VisitBritain to feature content on relevant sites and via marketing activity programmes – including features in translated pages
Families	<ul style="list-style-type: none"> • Local Press, radio and TV coverage - and neighbouring area –including editorial and advance features with advertising support • Develop day out itineraries – e.g. 5 best days out for kids differentiated by age (e.g. pre-school, primary, early teens) • Promote online and on third party websites (family days out, Mumsnet, etc.) • Social media campaign – featuring competitions, quiz, prizes for best photos etc • Print 'On your doorstep' featuring days out, how to get around, special offers, festivals – possibly on a district or West Yorkshire basis. • Tactical leaflet inserts in local newspapers and wide distribution via commercial company (covering seasonal things to do, events etc.) • General leaflet' available all year round, regular distribution.

	<ul style="list-style-type: none"> • Collect contact details for on-going promotions of events, special offers etc. and encourage sign up on social media
Active Indulgents	<ul style="list-style-type: none"> • Development of suggested online experiences/itineraries for half, one and two+ days – geographical and easy to follow e.g. Saltaire- plus, Haworth- plus, Ilkley- plus etc) • Local / regional press and national press via W2Y • Content provided to travel bloggers, 3rd party websites, OTAs etc. • Feature on dedicated pages on Visit Britain website
Young explorers	<ul style="list-style-type: none"> • Curated content on social media and interest apps (e.g. film etc.) • Local / regional and regional listings (e.g. Bradford Review) • Mainly word of mouth on social media, re-tweeting and 'likes' • Photos, films and blogs • VFR via university websites, reunions etc. • Links from IMAX films, evening offer packages etc. • Via places to stay and online links e.g. Airbnb hosts, rental cottages, hostels etc.
Events	<p>Events will typically have their own marketing strategies. However, for key events destination activity could include:</p> <ul style="list-style-type: none"> • Itineraries on destination website • Including in 'On your doorstep' print • PR and social media activity

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Report of the Strategic Director of Place to the meeting of Regeneration and Economy Overview and Scrutiny Committee to be held on 27th April 2017

AD

Subject:

CULTURAL STRATEGY UPDATE

Summary statement:

To update Members on the Cultural Strategy and activities to date including information on how data is collated and analysed to inform investment.

Steve Hartley
Strategic Director Place

Portfolio:

Environment, Sport and Culture

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Overview & Scrutiny Area:
Regeneration and Economy



1. SUMMARY

To provide an update to members on the cultural strategy highlight achievements over the last 12 months.

To update members on how data is collated and analysed to inform cultural investment.

2 BACKGROUND AND PURPOSE OF THE STRATEGY

- 2.1 A review of the Cultural Strategy 'Only Connect' was commissioned in 2012 to devise a new strategic framework for investment and support to arts, heritage and cultural activities over a ten year period (2014 – 2024). Public consultations were undertaken between August 2012 and June 2013.
- 2.2 The renewed strategic framework for Culture was approved at the Council Executive meeting held in April 2014.
- 2.3 The purpose of a revised strategic framework is to ensure that over the next ten years, a direction of travel is in place to inform deployment of limited resources in the delivery of arts, heritage and cultural activities and assist internal and external service management planning processes.
- 2.4 To utilise and align the strategic priority areas of the revised Cultural Strategy with external funders such as Arts Council England (ACE) and Heritage Lottery Fund (HLF) planning cycle to maximise leverage of funding into the district for activities going forward.

3. RENEWED CULTURAL STRATEGY VISION, MISSION AND PRIORITIES

- 3.1 The renewed cultural strategy framework – '**Bradford District – A leading Cultural City**' was created with a refreshed vision, mission and five strategic priorities outlining the agenda over a 10 year period [Appendix 1].
- 3.2 The five priorities identified do not sit in isolation. There is an interdependency and connectivity between all of them. The success of the ambition for the District – to be '**A leading cultural city**', will only be realised by ensuring the priorities inform, react and respond to each other and the changing socio-economic landscape.

4. KEY CULTURAL STRATEGY ACHIEVEMENTS OVER THE LAST TWELVE MONTHS IN LINE WITH THE PRIORITIES FRAMEWORK.

- 4.1 The Cultural Strategy framework informs creative/cultural industries development and with synergy with tourism, arts and culture commissions, allocation of the small arts and heritage fund, relationships with external arts, culture, heritage, tourism and private/public local/regional and national providers and partners.



4.2 Key achievements delivered which responds to the priority areas of the Cultural Strategy Framework to date include:

4.2.1 **Priority 1: People and Participation** - A District where people can freely access, enjoy, create, engage in and contribute to Bradford's cultural offer.

- **Audiences** - It has been essential to work closely with the educational providers within the district to support cultural opportunities for all - from early years to further education and lifelong learning. Schools, colleges and the University of Bradford play a vital role in the cultural development of our future audiences. The further education facilities strongly help to position the creative and cultural opportunities available to children and young people locally which equally attracts international students to their world class facilities with a range of courses that collectively strengthens our ambition to be '*a leading cultural city*'.
- To support this area a **Bradford Local Cultural Education Partnership (BLCEP)** has been created, which bring together, FE/HE Education providers, primary and secondary schools head teachers and arts and culture organisations to develop a scheme of work to ensure that children and young people within the district are able to access, enjoy and engage with the wealth of cultural provision available. The partnership development programme is supported by CAPE UK – a funded regional Arts Council England project established to champion cultural education.
- Bradford Theatres supported 1500 children from 13 schools across the district with heavily subsidised ticket to see the pantomime. The schools selected had low SAT's results and were not regular bookers
- The Alhambra collaboration with the Royal Shakespeare Company on teaching and learning of Shakespeare in schools recently culminated in a presentation of Julius Caesar by SLP College and four other Bradford schools. Approximately 80 pupils gave two performances attended by more than 300 people in the Studio Theatre. Selected representatives will now go on to perform in a National Shakespeare Festival in Stratford this summer.
- **Volunteers** - play an incredible role in delivering our cultural offer. They ensure that cultural events happen and are run smoothly; they take tickets; they lead tours at museums; they deliver arts and cultural festivals and increasingly are managing community libraries. Increasing and improving the skills and opportunities for volunteers is essential. They are our advocates and ambassadors.
- Within the Bradford Museums service volunteer programme, which continues to gain traction internally and externally with partners, can now boast of over 100 regular volunteers working across a range of activities and venues. On top of this there is an additional programme with over 30 young people (aged 16 – 24), working in a wide range of roles as part of our 'Investing in Volunteers' accreditation standards programme.



- In addition to this four more libraries have moved over to community management, a prime example of 'People Can' enabling local communities to take over the operation of their local library. This brings the total amount of community/venue managed libraries to 10.
- We continue to work tirelessly to take active steps to develop and invest in cultural ambassadors at a grassroots level as well as in professional settings like museums, theatres and creative industries. We have established strong links with Voluntary Arts Network UK, a representative agency for the voluntary and amateur arts and crafts, to encourage skills development and recognition of our volunteers.

4.2.2 **Priority 2: Building a resilient and sustainable sector** – Create an agile, enterprising, and entrepreneurial creative and cultural sector.

- **Diversifying Cultural investment** - Identifying new and increasing sources of income from national bodies, businesses, trusts, foundation and philanthropic investors has been at the core of activities over the last 12 months.
- The council's investment through the culture commissions for the period 2015 -2018 which has an annual budget of £266,222 and supports 16 organisations, have collectively levered in external funding into the district during 2015/16 of £2,666,266 demonstrating their resourcefulness. The council's investment plays a crucial role for these organisations in demonstrating value and commitment from their LA to external funders. Please note a new commissioning round will commence in the autumn of 2017 for 2018-2021.
- As the commissioning landscape shifts building a more sustainable funding regime which stimulates greater collaboration, shared services and smarter investment is being supported through the arts and culture partners quarterly meetings where we are beginning to see joint applications for funding being made e.g. with our libraries and theatre services.
- The library service has been successful in securing £74,692 from Arts Council England Libraries Opportunities for Everyone Innovation Fund to pilot a programme of activities to increase the number of children and adults with special educational needs and disabilities (SEND) to access library services and inform best practice nationally.
- The Creative Employment Programme funded by Arts Council England and the Creative & Culture Skills Councils with over £80k to build capacity within the creative sector assisted 19 small/medium size creative/cultural enterprises to grow and develop new business models of working with young people. The programme enabled 34 young people aged 16 – 24 from various backgrounds to gain a qualification whilst receiving on the job training to develop the skills and experience required by employers.

4.2.3 **Priority 3: Responsible and active Leadership** – A 'can-do' leadership position at all levels that engenders ownership, responsibility and ambition.



- Work is underway to bring together people within the district and externally with the right skills to join a new Cultural Partnership Board. Organisations and individuals being approached are active, innovative with connections and influence who can lead the way in changing the perception of Bradford and its cultural future. A number of supporting partnership bodies have been set up such as 'Marketing Bradford', Great Exhibition of North Satellite programme steering group and a Tour de Yorkshire working group.

4.2.4 **Priority 4: A thriving cultural offer** – One that inspires our residents and visitors and delivers a magnificent cultural experience for all.

- In response to resident wishing to see an inspiring programme of events and festivals, a number of new festivals are emerging across the district. Bradford held its first Women of the World (WOW) festival in November 2016. Lead by the South Bank Centre in London with funding from Spirit of 2012 and support from Bradford Council, the festival celebrates women and girls. The festival took part over two days at St Peter's House and was attended by over 5000 people.
- City of Film have been busy creating a number of new family friendly film festivals such as Small World Film Festival – an international short film festival which brings together heart-warming and humorous stories from across the globe and runs throughout the month of June; Bradford Family Film Festival – which encourages community venues, museums and galleries and libraries to support family film screenings during the summer holidays and runs throughout the month of August; Golden Years Film Festival – Yorkshire's first three day film festival celebrating active ageing and life through film which took place between 3rd and 5th October 2016.
- Other community festivals that have grown in confidence and profile are LGBT History Month (February) and International Women's Day(March). Together they delivered over 200 community lead activities, debates, Awards ceremonies and seminars.

4.2.5 **Priority 5: A cultural destination – telling and selling our story** – Encouraging people to actively take part, watch, engage and experience Bradford as a leading cultural city locally, nationally and internationally.

- Bradford successfully secured the National Rugby League Museum for the district, which will be housed in City Hall. The museum will open up City Hall as a public visitor attraction.
- Cliffe Castle Park to compliment and complete the original garden at Cliffe Castle Museum that was completed in 2014 will open in July 2017.
- The National Science & Media Museum have successfully launched their new name and new interactive gallery 'Wonderlab', has seen a positive increase in footfall to the museum.



- Bradford Museums successfully launched ‘Splendours of the Sub Continent’ – A Prince’s Tour of India 1875-6 at Cartwright Hall, Art Gallery in March. The exhibition has been developed in partnership with Royal Collections Trust, New Walk Museum and Art Gallery, Leicester, the exhibition is the first time in 135 years that these magnificent objects will be collectively displayed.
- In July a new ‘Hockney’ gallery will open to coincide with his 80th birthday and house his earlier work and personal items creating a distinctive offer exclusive to the district.

5 MEASURING CULTURAL VALUE

- 5.1 Nationally a ‘Taking Part’ survey exists to inform national and regional funders on where to invest and is the main evidence source for the Department of Culture, Media and Sports (DCMS) and its sectors i.e. arts, heritage, museums and galleries, sports, libraries, archives and sports. The survey’s main objective is to provide a central reliable evidence source to analyse cultural and sporting engagement and participation, unfortunately the data produced is at a regional level with a local sample size of 100 people and therefore inadequate as planning or investment tool.
- 5.2 In an attempt to establish a baseline to measure arts, museums and galleries, heritage, libraries and archive engagement and participation levels within the district, a series of questions taken from the ‘Taking Part’ survey were included in the 2016 Place Survey – Neighbourhoods and City Centre. Overall 799 respondents completed the questionnaire and a draft report has been written. However on inspection of the data produced there are a number of anomalies which makes the findings unreliable as an effective tool for cultural planning and investment.
- 5.3 Discussions have taken place with Arts Council England and a proposal is to be submitted May 2017, requesting financial support to address this matter as part of a wider strategic intervention programme.

6. OTHER CONSIDERATIONS

- 6.1 Through the range of activities and support given we have started to get the sector moving and working in collaboration but we now need to build deeper and stronger partnerships to be in a confident and capable position to seek larger funding pots which bring new things into the district to enable social and economic regeneration and develop a national and international cultural offer and profile.
- 6.2 We continue to link into the Great Exhibition of the North and in partnership with other organisations we will create a series of events as a satellite venue and separate to this but related establish a small partnership to bid into and secure legacy funding.



- 6.3** Discussions are taking place to explore an idea of developing a Northern Museum Store in partnership with the National Science Museum.

7. FINANCIAL & RESOURCE APPRAISAL

- 7.1 There are no financial or resource implications arising from this report.

8. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 8.1 None

9. LEGAL APPRAISAL

- 9.1 None

10. OTHER IMPLICATIONS

10.1 EQUALITY & DIVERSITY

None

11. SUSTAINABILITY IMPLICATIONS

There are no sustainability issues

12. NOT FOR PUBLICATION DOCUMENTS

- 12.1 None

13. RECOMMENDATIONS

- 13.1 Members are asked to note the content of this report and progress to date.

14 APPENDICES

Appendix 1 – Cultural Strategy Framework 2014 -2024



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BRADFORD A LEADING CULTURAL CITY

2014-2024

Vision: A leading cultural city that people love and enjoy.

Mission: Every day we will celebrate, inspire and engage residents and visitors in a magnificent cultural experience.

Bradford District's Cultural Priorities

The Cultural strategy framework is built on five strategic priorities that link to a range of actions.

Priority 1: People & Participation - A District where people can freely access, enjoy, create, engage in and contribute to Bradford's cultural offer.

Priority 2: Building a resilient and sustainable sector – Create an agile, enterprising, and entrepreneurial creative and cultural sector.

Priority 3: Responsible and active Leadership – A 'can-do' leadership position at all levels that engenders ownership, responsibility and ambition.

Priority 4: A thriving cultural offer – One that inspires our residents and visitors and delivers a magnificent cultural experience for all.

Priority 5: A cultural destination – telling and selling our story – Encouraging people to actively take part, watch, engage and experience Bradford as a leading cultural city locally, nationally and internationally.

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Report of the Strategic Director of Place to the meeting of Regeneration and Economy Overview and Scrutiny Committee to be held on 27th April 2017

AE

Subject:

SPORTS FACILITIES INVESTMENT PLAN

Summary statement:

Following previous reports to the Regeneration and Economy Overview and Scrutiny Committee on the 4th March 2015 this report provides Members with an update on progress made to date and sets out steps for the next stages of the project.

Steve Hartley
Strategic Director Place

Portfolio:

Environment, Sport and Culture

Report Contact: Phil Barker Assistant
Director Sport & Culture
Phone: (01274) 432616
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Overview & Scrutiny Area:

Regeneration and Economy



1. SUMMARY

Following previous reports to the Regeneration and Economy Overview and Scrutiny Committee on the 4th March 2015 this report provides Members with an update on progress made to date and sets out steps for the next stages of the project.

2. BACKGROUND

- 2.1 At the meeting of the Regeneration and Economy Overview and Scrutiny Committee to be held on 4th March 2015 it was resolved that:

The Committee expresses its concerns to the Executive regarding several elements of the Sports Facilities Investment Plan; namely heavy borrowing, ambitious usage projections and the long term sustainability of the Plan.

- 2.2 There have been significant changes to the original project brought to Regeneration and Economy Overview and Scrutiny Committee held on 4th March 2015. The committee should note that at the meeting of the Executive of 10th January 2017, in respect of the Sports Facilities Investment Plan it was resolved that:

- The work undertaken on behalf of the Council is noted.
- The Council continues to develop the Sedbergh Sports Facility allowing the subsequent disposal of the Richard Dunn Sports Centre site.
- The Council ceases to develop the City Centre Sports Facility and will not take forward the South West Pool at Clayton Heights planned for phase 2 of the Sports Facilities Investment Programme.
- That the Council brings forward the development of a new community Swimming Pool and Sports Facility in the North of Bradford City with immediate effect, allowing for Bingley Pool to be offered for community management and if a solution can not be found the pool will close.
- The Council agrees that when the new pool at Sedbergh opens, Queensbury Pool will be offered for community management and if no solution can be found the pool will close.
- The capital requirement for £28.1m and the revenue budget consequences of proceeding with the scheme are reflected in the recommendations to the Council Budget for future financial years.
- The Council continues with the plan to forward fund the new facilities from the Capital Investment Plan prior to the closure and disposal of the Richard Dunn site.



3.0 PROJECT PROGRESS

3.1 Work to date

- Summer 2014 Land at Britannia Mills was purchased by the Council.
- Summer 2014 Public Consultation carried out
- October 2014 Deloitte Feasibility Study presented to Council
- January 2015 Executive approval for the Sports Facilities Investment Plan.
- September 2015 Land at Britannia Mills vacated.
- November 2015 Design team appointed (Local firms, Rex Procter and Partners, Darnton B3 Architects and Furness Partnership Engineers)
- February 2016 Demolition of Mill Commences.
- April 2016 RIBA Stage 1 report presented to Council
- June 2016 Demolition of Britannia Mills completed.
- August 2016 RIBA Stage 2 (Concept Design) report presented
- August 2016 Work on City Centre Sports Facility project halted
- October 2016 RIBA Stage 3 (Detailed Design) report presented
- November 2016 Change of scope for Investment Programme announced
- January 2017 Change of scope approved by Executive
- January 2017 Pre Planning Consultation held at Sedbergh Community Community Centre
- January 2017 Planning Application Submission

3.2 Designs for the Sedbergh Centre are appendix A

3.3 Once this more detailed design work had been completed work was undertaken to produce detailed revenue and operating projections for the new facility at Sedbergh.

The Sports Consultancy have examined the planned new development and have projected an improved performance for the Sedbergh site over the figures provided for the 2014 feasibility study.

The revised revenue projections for Sedbergh show a marginal increase in staffing and other costs. The increased costs are offset by an improved income performance.

3.4 The detailed revenue and attendance projections for Sedbergh are appendix 2. The projections show an increase in attendances and increase in fitness gym and membership based on an improved and expanded gym. It is assumed that current members of the Richard Dunn Sports Centre gym will transfer to the new facility. The potential increase in fitness membership and participation will have a positive impact on physical activity levels and health. The addition of a second flexible water space will provide significant opportunities for increased learn to swim activity.

3.5 Subject to the granting of Planning Permission for the project at Sedbergh the Council will commence the process of appointing a main contractor. The estimated value of this contract is £15.2 million.



- 3.6 It is a requirement of Contract Standing Orders that the appropriate committee is notified of the Council's intent to award a contract in excess of £2million in value.
- 3.7 The project team in association with the Commissioning and Procurement Service supported by our external design team intend to run a competitive process through the regional YORBuild framework. This framework not only provides an expedient route to market but has already undertaken due diligence on the companies background. Companies on the framework are also required to demonstrate a commitment to developing the local supply chain, encouraging sustainability and promoting employment and skills by way of training and apprenticeships.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The appraisal of this scheme comprises two financial tests:

- Are the proposed new facilities better financially than the existing ones? In this test, we compare the total costs and revenues over time of new versus existing.
- Are the proposed new facilities affordable given the Council's financial context? In this test, we ask the question whether, even if we take the comparatively more attractive financial route, we have enough budget to pay for it.

For both these tests

- We have to make assumptions about the future, based on best available estimates. These assumptions have also been informed by the Deloitte report, and current financial performance of the existing facilities. The material assumptions that have been made in the "base case" are shown at Appendix A Section 1.
- We then vary those assumptions, to see what happens to the financial conclusions. This sensitivity analysis allows us to compare potential variations to the "base case", which allows conclusions to be made about the degree and longevity of risk.

4.2 Are the proposed new facilities better financially?

The total forecast cashflows of the new facilities and the existing facilities have been compared over 25 years, to reflect the expected life of the new facilities. In order to make the comparison fair, we have assumed that the new facilities require annual life-cycle maintenance, and that the existing facilities first require backlog maintenance to be carried out, followed by annual life cycle maintenance.

The table below summarises the comparison of the real and discounted cashflows so that the difference can be measured in financial terms. The discounted cashflow works on the principal that £1 now will be worth 42p in 25 years so that inflation can be incorporated.

Table 1: Comparison of cashflows of new and existing facilities over 25 years

New Facilities Existing In- Benefit of New



	£m	Scope Facilities £m	Facilities £m
Net cashflow in real terms – (cost)/surplus	(20.6)	(49.8)	29.2
Net cashflow discounted – (cost)/surplus	(18.1)	(32.2)	14.1

Using the analysis in the base case, we draw the following main conclusions.
The existing facilities:

- Will lose money each year. As table 1 shows, we forecast that the cost of the existing facilities will total £49.8m over the 25 years. Closing them down and replacing them avoids the losses they are expected to make.
- Will require significant capital spend on accrued backlog maintenance costs and ongoing maintenance costs to keep them open, which will not be rewarded by an improved annual financial result. The forecast assumes that income gradually falls over time, despite expenditure on backlog maintenance (£7.4m) and lifecycle costs (£12.6m) totalling £20m over a 25 year period. Closing them down avoids those maintenance costs.

The new facilities:

- Will cost £28.1m to build. We will fund the build costs by a combination of borrowing; using capital receipts from disposing of the existing facilities; and using grants, if available.
- Will require on-going lifecycle costs of £5.7m over a 25 year period.
- Will make an operating surplus but will lose money each year, taking into account all the operating, maintenance and capital financing costs. However, they will run at a much lower loss than the existing facilities.

This means that, comparatively, the new facilities offer a better financial prospect than the current facilities. In today's money, we estimate that new facilities provide a total of £14.1m more financial value over 25 years.

Given the uncertainty related to any forecast over 25 years, we have also considered the comparative financial advantage offered over the first five and ten years.

Table 2: Comparison of cashflows of new and existing in scope facilities (in real terms)

	5 years £m	10 years £m	25 years † £m
Costs of new facilities	4.3	8.6	20.6
Costs of existing facilities	8.0	16.9	49.8
Variance	3.7	8.3	29.2



† from Table 1

A further breakdown of the figures in Table 2 is included in the Appendix 2 Section 2.

Table 2 demonstrates that there is a financial advantage in replacing the existing facilities over 5, 10, and 25 years.

However, there are significant caveats to these conclusions.

Clearly, there is a high level of uncertainty about the realism of extending the operating life of the existing facilities, given their age.

Tables 3a and 3b below shows what happens to the comparative financial value if the assumptions in our base case analysis do not hold good.

Table 3a: Income sensitivities that result in zero financial advantage of building the new facilities

Income	Existing In Scope facilities in 2015/16	New facilities – base case	Zero financial advantage of building new facilities	% reduction from the base case
Average income per visit	£2.82	£3.10	£2.39	23.0%
Average No of visits annually	0.59m	0.72m	0.55m	23.0%

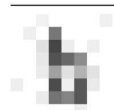
Table 3b: Capital sensitivities that result in zero financial advantage of building the new facilities

	New facilities base case	Zero financial advantage of building new facilities	% increase in capital costs
Increase in capital construction costs	£28.1m	£45m	60%
Increase in interest rates	3.50%	17.00%	

Additional sensitivities are included in Appendix A Section 3 on capital.

4.3 Are the proposed new facilities affordable?

While the comparison between “old” versus “new” shows a financial advantage over 25 years of proceeding with the project, we also need to assess whether a scheme is affordable.



In the context of the expected continued squeeze on funding for Councils, this test is crucial for any scheme which will run at a net cost, albeit it considerably lower than the current facilities.

In running the test, we have compared the net costs of the proposed scheme against the current base budgets of 2015-16.

Table 5 below summarises the 25 year average annual cost of the new facilities, compared with the existing budget provision.

Table 4: 25 year average annual cost of new facilities

	Average - 25 years
Per year budget requirement of new facilities	£0.83m
Existing per year base budget	£1.37m
Per year budget surplus	£0.54m
† Existing base budget includes £436k to fund the allocated Capital Investment	

By comparison, the Table 5 shows the same for the existing facilities.

Table 5: 25 year average annual cost of existing facilities

	Average over 25 years
Budget requirement of existing facilities †	£1.83m
Existing per year base budget	£1.37m
Per year budget shortfall	£0.46m
† Assuming backlog maintenance is addressed and on-going lifecycle costs are incurred.	

Table 6 below shows the assumptions in the base case about visitor number compared to current levels. This comparison suggests that in addition to the assumed 10% increase in average income per visitor outlined in table 3a, there would also have to be an increase in the usage of all pools and dry facilities by the people of Bradford to make these investments affordable. The Sports Consultancy future revenue projections on the new facilities are based on benchmarks from their operational database which contains over 1000 records of financial performance from over 350 leisure facilities in the UK.

Table 6: Throughput of facilities

	Number of visits per annum
All existing facilities	1.84m
Current in scope existing facilities	0.59m
New facilities	0.72m
New facilities plus remaining sites	2.07m
Increase in number of visit to all sites required	0.23m
% increase in number of visits from existing all facilities	12%

A material factor in the context of the Council's financial outlook is the amount of budget that the Council can afford to set aside for this scheme. The latest Council budget papers forecast that savings of over £100m will have to be found over the next four years.



Proceeding with the scheme as proposed therefore has the following consequences:

- first, once the new facilities are completed, their net cost becomes essentially “fixed” within the Council’s net budget.
- Any deterioration in the financial performance of the facilities will have to be borne by the rest of the Council’s services, or by additional Council Tax.
- Overall financial performance is heavily dependent on income levels, which are difficult to control; and 55% of total revenue costs are largely fixed as they relate to premises and capital financing expenditure (94% if staffing costs were included which could be considered fixed as minimum staffing levels are required for Health and Safety reasons).

On affordability, then, we draw the following conclusion:

- new facilities in the longer term provide a better prospect of reducing the strain on the revenue budget. However, they will require a total revenue budget of £8.6m (see table 2) in the next ten years.

4.4 Overall Conclusions

The financial analysis supports the conclusion that:

- Maintaining the existing facilities provides poor value, with expected further deterioration in their financial performance meaning they fast become unaffordable;
- The base case analysis shows that there is a comparative advantage in undertaking the scheme;
- The affordability test of proceeding with the whole scheme shows that:
 - The new facilities will require a budget of £8.6m over the next ten years.;
 - There are consequences for the rest of the Council’s services of committing to the long-term cost commitment of the new facilities.
- The viability of the scheme is dependent on the control of capital costs, and the quantum of capital receipts;
- Likewise, the operational performance of the new facilities is the key to overall financial advantage. Income levels are a dominant factor, and can be difficult to control.
- There is a risk that, should the projections about visitor numbers and their spending habits turn out to be over-optimistic, the Council replaces its current loss-making facilities with new loss-making facilities which places further pressures on the already constrained net revenue budget;



5. LEGAL APPRAISAL

Legal services will continue to provide advice and assistance on any legal implications to help with delivery of the investment plan.

6. OTHER IMPLICATIONS

6.1 EQUALITY & DIVERSITY

There are no direct equality implications arising from this report.

6.2 SUSTAINABILITY IMPLICATIONS

There are no sustainability implications arising from this report.

6.3 GREENHOUSE GAS EMISSIONS IMPACTS

Significant reductions in carbon emissions will be achieved by closing inefficient and energy hungry buildings and replacing them with modern buildings designed with sustainable building principles and practices.

7. RECOMMENDATIONS

- That the detailed revenue projections for the first phase of the new facilities are noted by the Regeneration and Economy Overview and Scrutiny Committee.
- That the Regeneration and Economy Overview and Scrutiny Committee note the progress made on the development of the new sports facilities.

8. APPENDICES

Appendix 1 Sedbergh Design outline

Appendix 2 Sedbergh Business Planning (Not for Publication)

9. BACKGROUND DOCUMENTS

Report to Executive 10th January 2017



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Regeneration and Economy Overview and Scrutiny Committee

27th April 2017



Department of Place
Sport and Culture

City of Bradford MDC
www.bradford.gov.uk



View from main vehicle entrance

City of Bradford MDC
www.bradford.gov.uk



View from Huddersfield Road boundary

City of Bradford MDC
www.bradford.gov.uk



Aerial view from Cleckheaton Road

City of Bradford MDC
www.bradford.gov.uk



View from South East Corner of car park

City of Bradford MDC
www.bradford.gov.uk



View towards main entrance from access road

City of Bradford MDC
www.bradford.gov.uk



View of reception / foyer from entrance lobby

City of Bradford MDC
www.bradford.gov.uk



View of reception / foyer from main stairwell

City of Bradford MDC
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Activity Pool / Main Pool Hall

City of Bradford MDC
www.bradford.gov.uk



Sports Hall

City of Bradford MDC
www.bradford.gov.uk



Fitness Suite / Gym

City of Bradford MDC
www.bradford.gov.uk



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