

## Agenda for a meeting of the Bradford East Area Committee to be held on Thursday, 12 January 2017 at 6.00 pm in Committee Room 1 - City Hall, Bradford

### Members of the Committee – Councillors

LABOUR	LIBERAL DEMOCRAT	INDEPENDENT
Salam Jamil Shafiq	R Ahmed R Sunderland N Pollard Stubbs J Sunderland	Sajawal

### Alternates:

LABOUR	LIBERAL DEMOCRAT	INDEPENDENT
H Khan Ikram Iqbal I Khan	Fear Griffiths Reid Stelling Ward	

### 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.

**Decisions on items marked \* are not Executive functions and may not be called in under Paragraph 8.7 of Part 3E of the Constitution.**

From:

To:

Parveen Akhtar

City Solicitor

Agenda Contact: Fatima Butt/Tracey Sugden

Phone: 01274 432227/434287

E-Mail: fatima.butt.gov.uk



## 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 24 November 2016 be signed as a correct record (previously circulated).**

(Fatima Butt – 01274 432227)



#### 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.

(Fatima Butt - 01274 432227)

#### 5. PUBLIC QUESTION TIME

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

To hear questions from electors within the District on any matter this is the responsibility of the Committee.

**Questions must be received in writing by the City Solicitor in Room 112, City Hall, Bradford, BD1 1HY, by mid-day on Tuesday 10 January 2017.**

(Fatima Butt - 01274 432227)

### B. BUSINESS ITEMS

#### 6. NEW STREET, IDLE - OBJECTIONS TO JUNCTION IMPROVEMENT AND TRAFFIC REGULATION ORDER

1 - 6

At its meeting of 17 March 2016 this Area Committee approved as part of its Safer Roads Schemes programme the promotion of an improvement scheme at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction in Idle.

The Strategic Director, Place will submit **Document “T”** which considers the objections received to a recently advertised proposal for improvement works at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction and associated Traffic Regulation Order.



**Recommended-**

- (1) That the objections to the proposed junction improvement and associated waiting restrictions at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction be overruled and the proposals be implemented and Traffic Regulation Order be sealed and implemented as advertised.**
- (2) That the objectors be informed accordingly.**

(Andrew Smith – 01274 434674)

**7. EDUCATION STANDARDS IN THE BRADFORD EAST AREA 2016 7 - 30**

The Strategic Director, Children's Services will submit **Document "U"** which provides a summary of the outcomes from Early Years to KS5 for the Bradford East area. Some of the information is based on preliminary data which has to be confirmed by the Department for Education late in 2016 or early in 2017.

**Recommended-**

**That the Bradford East Area Committee receive this report on education performance and standards in the area.**

(Judith Kirk – 01274 439255)

**8. ARRANGEMENTS BY THE COUNCIL AND ITS PARTNERS TO TACKLE CHILD SEXUAL EXPLOITATION 31 - 62**

Previous Reference: Minute 34 (2015/16)

The Strategic Director, Children's Services will present a report (**Document "V"**) which provides an update to the report presented to the Committee in 2015 regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place and which continue to develop to safeguard children from CSE.

**Recommended –**

- (1) That the contents of Document "V" be noted.**
- (2) That the Committee consider ways in which CSE can be tackled at local level.**

(Jenny Cryer – 01274 434333)



**9. POVERTY IN BRADFORD EAST**

63 - 86

The Strategic Director, Place will submit **Document “W”** which provides an overview of poverty-deprivation related statistics in Bradford East and a summary of key interventions led by the Council and partners to support vulnerable people.

The report aims to enable members to consider the potential impacts of poverty and any additional actions that could be taken to tackle the issues raised.

**Recommended-**

**That Members note the issues outlined in the report and make observations and comments identifying gaps or areas of improvement.**

(Helen Johnston – 01274 434401)  
(Catriona Colborn – 01274 434691)

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



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## Report of the Strategic Director, Place to the meeting of Bradford East Area Committee to be held on 12 January 2017.

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**T**

**Subject:**

**NEW STREET, IDLE - OBJECTIONS TO JUNCTION IMPROVEMENT AND TRAFFIC REGULATION ORDER**

**Summary statement:**

This report considers the objections received to a recently advertised proposal for improvement works at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction and associated Traffic Regulation Order

**Ward:**

**13 Idle and Thackley**

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Steve Hartley  
Strategic Director - Place

**Portfolio:**

**Regeneration, Planning and Transport**

Report Contact: Andrew Smith  
Principal Engineer

Phone: (01274) 434674

E-mail: [andrew.smith@bradford.gov.uk](mailto:andrew.smith@bradford.gov.uk)

**Overview & Scrutiny Area:**

**Environment and Waste Management**



**1.0 SUMMARY**

1.1 This report considers the objections received to a recently advertised proposal for improvement works at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction and associated Traffic Regulation Order.

**2.0 BACKGROUND**

2.1 At its meeting of 17 March 2016 this Area Committee approved as part of its Safer Roads Schemes programme the promotion of an improvement scheme at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction in Idle.

2.2 The scheme is being proposed to address concerns about pedestrian safety; in particular this location forms part of the route between Idle village and Immanuel College and the recreation ground.

2.3 The proposals include the provision of a

- i. a pedestrian island on New Street,
- ii. footway build-outs at the New Street/Cross Road and New Street/Butt Lane/Howgate junctions,
- iii. a Traffic Regulation Order for 'No Waiting At Any Time' restrictions and additional carriageway markings in the vicinity of the above proposed works.

2.4 The proposals are detailed on plan no. TDG/THS/103326/GA-1 attached as Appendix 1

2.5 The Traffic Regulation Order was advertised between 14 October and 4 November 2016. At the same time consultation letters and plans were delivered to nearby residents.

2.6 Two objections to the Traffic Regulation Order have been received. A summary of the valid points of objection and corresponding officer comments is tabulated below:

<b>Objectors concerns</b>	<b>Officer comments</b>
The proposal will make turning manoeuvres at the junction difficult	The scheme has been developed using appropriate vehicle tracking software.
The introduction of a pedestrian island on New Street will leave insufficient remaining carriageway width for passing vehicles	New Street is 9.4m wide at this point (with the addition of the New Street/Butt Lane/Howgate build-out); as such the implementation of an island would leave 3.65m remaining running lanes, which is considered sufficient for this location.
Parking will be restricted for New Street residents	The proposed restrictions are the minimum required to ensure appropriate pedestrian/vehicle inter-visibility and prevent congestion.

2.5 One of the objectors has expressed support for the build-out at New Street/Cross Lane.



### **3.0 OTHER CONSIDERATIONS**

3.1 Local ward members and the emergency services have been consulted. No objections have been received.

### **4.0 FINANCIAL AND RESOURCE APPRAISAL**

4.1 The estimated scheme cost is £12,000. Funding has been allocated from the 2016/17 Safer Roads budget.

### **5.0 RISK MANAGEMENT AND GOVERNANCE ISSUES**

5.1 A failure to implement the proposals would lead to the ongoing potential for pedestrian vehicle conflict at this junction. Provision of the improvement works without the associated Traffic Regulation Order is not recommended as this would be detrimental to safety and traffic movement.

### **6.0 LEGAL APPRAISAL**

6.1 The options contained in this report are within the Councils powers as Highway Authority and Traffic Regulation Authority.

### **7.0 OTHER IMPLICATIONS**

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

Due regard has been given to Section 149 of the Equality Act when determining the proposals in this report.

#### **7.2 SUSTAINABILITY IMPLICATIONS**

There are no sustainability implications arising from this report.

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

There is no impact on the Council's own and the wider District's carbon footprint and emissions from other greenhouse gasses arising from this report.

#### **7.4 COMMUNITY SAFETY IMPLICATIONS**

The introduction of these proposals would offer a significant safety improvement for pedestrians

#### **7.5 HUMAN RIGHTS ACT**

None

#### **7.6 TRADE UNION**

None

**7.7 WARD IMPLICATIONS**

Ward Members have been consulted on the proposed Traffic Regulation Order.

**7.8 AREA COMMITTEE WARD PLAN IMPLICATIONS**

None

**8.0 NOT FOR PUBLICATION DOCUMENTS**

8.1 None

**9.0 OPTIONS**

9.1 Members may propose an alternative course of action; in which case they will receive appropriate guidance from officers.

**10.0 RECOMMENDATIONS**

10.1 That the objections to the proposed junction improvement and associated waiting restrictions at the New Street/Butt Lane/Howgate/Apperley Road/Cross Road junction be overruled and the proposals be implemented and Traffic Regulation Order be sealed and implemented as advertised.

10.2 That the objectors be informed accordingly.

**11.0 APPENDICES**

11.1 Appendix 1 – Drawing No. TDG/THS/103326/GA-1

**12.0 BACKGROUND DOCUMENTS**

12.1 City of Bradford Metropolitan District Council File Ref: TDG/THS/103326.





## Report of the Strategic Director to the meeting of Bradford East Area Committee to be held on 12<sup>th</sup> January 2017.

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**U****Subject:****Education Standards in the Bradford East Area 2016****Summary statement:**

This report provides a summary of the outcomes from Early Years to KS5 for the Bradford East area. Some of the information is based on preliminary data which has to be confirmed by the Department for Education late in 2016 or early in 2017.

Judith Kirk  
Deputy Director Education,  
Employment & Skills

Report Contact: Judith Kirk  
Phone: (01274) 439255  
E-mail: [Judith.Kirk@bradford.gov.uk](mailto:Judith.Kirk@bradford.gov.uk)

**Portfolio:****Education, Employment & Skills****Overview & Scrutiny Area:****Children's Services**

## 1. SUMMARY

- 1.1 This report provides a summary of the outcomes from Early Years to KS5 for the Bradford East area. Some of the information is based on preliminary data which has to be confirmed by the Department for Education late in 2016 or early in 2017.

## 2. BACKGROUND

### Bradford East Education context

- 2.1 The East area of Bradford is a rapidly growing school community and since 2010 the number of entry places to Reception classes has increased by 395. This will increase the total number of children in schools in the East area by 2,765 as these children move through the school.
- 2.2 There are currently 24,758 pupils (a quarter of those educated across the district) educated across 51 schools in the East (source: January 2016 census). In the area, 59% of all pupils in the primary sector have English as an Additional Language (EAL), compared with 20% nationally, 21% of all pupils are in receipt of Free School Meals (FSM) compared with 15% nationally and 17% of pupils have Special Educational Needs (SEN) compared with 13% nationally.
- 2.3 The 51 schools are comprised of eight secondary schools, four of which are academies and two are Free schools; four LA maintained Special schools, including Pupil Referral Units (PRUs); 38 Primary schools, of which one is a Free school originally sited in Manningham (Bradford West), one further Free school: six of the remaining 38 are academies and a further six have taken the decision to become academies during the next academic year. There is one Nursery school in the area.
- 2.4 All secondary schools work with their academy sponsors and are collectively part of the Bradford Partnership. The Primary schools work in sector-led local area partnerships of which there are three – East 1 (BEOP), East 2 (BD34ALL) and East 3 (MYBD5). All Primary schools work together through the area meetings established in the last academic year to focus on aspects of school improvement, school performance and in particular effective leadership leading to improved Ofsted inspection outcomes.

### Home wards of Bradford East secondary school pupils

- 2.5 The table below shows the ward of residence of Bradford East secondary school pupils, as at the October 2016 census date. The three Dixons academies have the highest proportion of pupils drawn from outside the Bradford East area wards, approximately 3 of every 5 pupils, followed by Feversham College, where approximately half of pupils are drawn from other wards in the district.



School	Bolton And Undercliffe	Bowling And Barkerend	Bradford Moor	Eccleshill	Idle And Thackley	Little Horton	Other Wards	Total pupils
Carlton Bolling College	9%	52%	30%	6%	0%	1%	2%	1488
Dixons City Academy	5%	7%	7%	3%	1%	18%	59%	1097
Dixons McMillan Academy	4%	3%	11%	2%	0%	19%	61%	385
Dixons Trinity Academy	4%	7%	6%	1%	0%	23%	58%	561
Feversham College	10%	11%	12%	1%	0%	18%	47%	753
Hanson School	41%	7%	4%	25%	3%	1%	20%	1513
Immanuel College	8%	1%	0%	33%	44%	0%	14%	1413
Laisterdyke Leadership Academy	2%	12%	80%	3%	0%	1%	3%	954

## Bradford East Education Standards

### Ofsted Inspection Outcomes

- 2.6 At the end of the Autumn term 2016/17, of the 37 primary with current Ofsted judgements<sup>1</sup> 25 are judged as Good and four as Outstanding: i.e. 78% (29 of 37) are Good or Outstanding. The remaining eight primary schools have a Requires Improvement judgement (22%). Of the 30 LA maintained schools with current Ofsted judgements, 24 (80%) of schools are Good or Outstanding. All four Special schools and Pupil Referral Units are judged as Good or Outstanding.
- 2.7 There are six secondary schools with current Ofsted judgements<sup>2</sup>: four of six are Good (2 schools) or Outstanding (2 schools), i.e. 67% of schools. The two schools that are not Good or Outstanding: one is in the process of converting to academy status and the other is “making effective progress towards becoming a Good school”.
- 2.8 Overall, 37 of 47 (79%) of schools in the Bradford East area are judged as Good or Outstanding by Ofsted, compared with 74% across the District and 89% nationally<sup>3</sup>. Nationally, 90% of primary schools are Good or Outstanding (75% in Bradford) and 79% of secondary schools (50% in Bradford).

There is evidence of an improving trend in Bradford East schools’ Ofsted outcomes. Of the 10 schools inspected during 2016 in the Bradford East area, seven improved their Ofsted judgement at their most recent inspection: one from Requires Improvement to Outstanding, five from Requires Improvement to Good and one from Good to Outstanding.

### Bradford East Education Outcomes 2016

- 2.9 Below is a brief overview of the trends in performance at the end of each key stage (Early Years to Key Stage 5).

#### Early Years Foundation Stage (EYFS)

<sup>1</sup> Three Bradford primary schools have converted to academy status within the last year.

<sup>2</sup> One Bradford secondary school converted to academy status within the last year and one Free school has not yet been inspected.

<sup>3</sup> Ofsted national figures are based on inspection report published by 31<sup>st</sup> October 2016.



- 2.10 There is an improving trend in EYFS (Early Years Foundation Stage) outcomes in Bradford East, Bradford district and nationally (see charts in the Appendix). In 2016, by the end of Reception, 65% of all pupils in the East achieved a Good Level of Development (GLD) across the main Early Learning Goals. This is slightly below the Bradford and national averages: 66% and 69%, respectively. Improvements in the East have more than kept pace with national over the last few years: the gap has narrowed from -6% in 2013 to -4% in 2016.

Primary: Phonics

- 2.11 In 2016, 80% of all pupils in Year 1 in East Bradford schools met the required standard for phonics; the national average is 81%. 90% of all pupils being re-checked in Year 2 in 2016 because they did not meet the standard at the end of Year 1 in 2015 met the required standard. The national average for Year 2 is 67%. It is useful to note that 19 of the 38 primary schools (50%) met the national average for phonics at the end of Year 1, whereas all 38 schools exceeded the national average for pupils meeting the standard at the end of Year 2. This demonstrates that although delayed, pupils are meeting the expected standard before they leave Key Stage 1.

Primary: Key Stage 1

- 2.12 Standards at the end of Key Stage 1 (the year in which children turn six) are measured by three separate measures of Reading, writing and maths: pupils assessed by their teachers as being (i) working towards the expected standard at the end of key stage 1, (ii) working at the expected standard, or (iii) working at a greater depth/higher than the expected standard. The percentage of pupils meeting the expected/age related national standard in reading across the East in 2016 is 69%, 64% in writing and 71% in mathematics. The percentage of pupils working at a higher standard is 15% in reading, 10% in writing and 12% in maths. The gaps with national and Bradford are smaller for pupils working at the expected standard (largest in reading and smallest in writing) than for those working at the higher standards: this echoes the challenges that children face in terms of becoming confident readers in terms of meeting the Phonics standard. Children in the East are already making accelerated progress to meet the age related expectations at the end of key Stage 1 given their starting points, and while 1 in 8 are working at the higher standard in reading for many further progress will be in subsequent years.

Primary: Key Stage 2

- 2.13 Outcomes at the end of Key Stage 2 cannot be compared with outcomes in previous years because this is the first year of testing against the new KS2 curriculum. The increased level of challenge in end of Key Stage 2 tests can be seen in the difference between the national average in 2015 for the proportion of pupils achieving Level 4+ in reading, writing and mathematics combined by the end of year 6 and that for 2016 which is now known as the expected standard; this is a





scaled score of 100+ in reading and maths tests and a Teacher Assessment of working at the expected standard in writing. The national average for combined reading, writing and mathematics in 2015 was 80%, and for 2016, it is 53%, a drop of 27%.

- 2.14 In Bradford East schools, 46% of pupils met the expected standard across all three subjects, compared with 47% in Bradford and 53% nationally. Whilst pupils in the East slightly outperformed other Bradford pupils overall on writing and maths, only 55% of pupils met the expected standard on the reading test, compared with 66% nationally.
- 2.15 The challenge in the 2016 testing has been the Reading test which required a greater degree of accuracy from pupils in making inferences from the texts; a very quick reading speed in order to process the increased length of the texts and a higher than usual Reading Age to access the text (initial reviews indicate the Reading Age of the texts was on average 14years). This has meant that a number of schools with usually secure Reading averages have experienced significant reductions in their reading results in 2016 and this has impacted on the overall proportion meeting the new National Standard in the combined score for reading, writing and maths.
- 2.16 The Department for Education new KS2 accountability framework also looks at the amount of progress made between KS1 and KS2 in a Value Added model: each pupil has their actual performance compared with their predicted performance, based on their KS1 results. This provides a positive (above average), zero (equal) or negative (below average) VA score. Bradford East pupils made better, and above average, progress in writing (+2.0) and maths (+0.8) than Bradford and nationally. Reading progress is below average, at -0.3, but above Bradford 2016 (-0.7).

#### Secondary: Key Stage 4

- 2.17 Outcomes at the end of KS4 for each of the six secondary schools in Bradford East with year 11 pupils in 2016 are in the appendix. Performance is now assessed on a number of measures: the school's Attainment 8 and Progress 8 scores, the percentage of pupils attaining grades A\* - C in English and maths combined, the percentage of pupils achieving the English Baccalaureate. Data for Attainment 8 and Progress 8 are shown for the schools as these are the key measures. Three of six schools have Attainment 8 scores above the provisional national average of 48.2, and a further one is above the Bradford average.
- 2.18 On Progress 8, the Value Added measure of progress between KS2 and KS4 which, like that for KS2 pupils, provides a positive (above average), zero (equal) or negative (below average) VA score. Four schools have positive P8 scores and three of which are significantly above average, whereas two schools have P8 scores that are significantly below average.

#### Post 16: Key Stage 5 and Participation in Education, Employment & Training



- 2.19 Performance by students at the end of KS5 (sixth form) in Bradford East schools compares broadly with outcomes for all Bradford students on A Level and Academic qualifications with an average C- grade. These results are better than Bradford and national for vocational qualifications: Technical Levels and Applied General qualifications. On both of these students in the east attained average grades of Distinction\*- (similar to an A\*- on academic qualifications). There are also progress Value Added progress measures between KS4 and KS5, similar to those at KS2 and KS4. All Bradford East schools had average or below average progress on Academic qualifications in 2016 but all bar one had made significantly better than average progress on the Applied General progress measure.
- 2.20 As of 1<sup>st</sup> September 2016, the DfE altered their measure moving from separate (adjusted) NEET and Not Knowns in respect of young people aged 16-18 to a combined NEET and Not Known figure for academic ages 16 and 17. As was the case previously Not Known does not necessarily equate with our being unable to trace individuals. Young people, although under a legal expectation to participate under the RPA legislation, are not obliged to disclose their activity to us; therefore, Not Known includes young people whom Connexions have been able to contact but the young person has not been willing to discuss their situation.
- 2.21 As is indicated in the charts in Appendix 1, the combined figure for Bradford East and Bradford is currently lower than the national figure. In addition, both Bradford East and Bradford District are better than the average of our statistical neighbours. There is significant variance between the Wards in Bradford East with the combined figure in the best performing Ward – Bolton & Undercliffe – being very low at 6.7%. Two of the Wards are higher than the Bradford average, although in the case of Bowling and Barkerend, this is marginal (0.1 percentage point); however, Eccleshill has a combined figure that is worse than the national average with the NEET figure, in particular, a cause for concern at more than twice the national and local rates.

### **3. OTHER CONSIDERATIONS**

- 3.1 Not applicable.

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

- 4.1 Not applicable.

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

- 5.1 Not applicable.

### **6. LEGAL APPRAISAL**

- 6.1 The Local Authority has statutory duties to ensure that efficient education is available to meet the needs of the population of the area; ensure that its education functions are exercised with a view to promoting high standards ensuring fair



access to opportunity for education and learning, and promote the fulfilment of learning potential; and secure that the provision of sufficient schools for providing primary and secondary education are available for its area.

- 6.2 Where a school is failing to provide adequate education it can be eligible for intervention by the Local Authority or the Secretary of State under the Education and Inspections Act 2006. A "coasting school" will be eligible for intervention when the new section 60B of the Education and Inspections Act 2006 comes into force. The term "coasting school" will be defined in future regulations. Local Authorities must have regard to the Schools Causing Concern statutory guidance. The guidance details the role of Local Authorities in delivering school improvement for maintained schools and academies. It also includes guidance on "coasting schools". If a school satisfies the definition of being a coasting school, the Regional Schools Commissioners will consider what interventions or actions are necessary to bring about sufficient improvement in those schools.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

- 7.1.1 Not applicable.

## **8. NOT FOR PUBLICATION DOCUMENTS**

- 8.1 None.

## **9. OPTIONS**

- 9.1 Not applicable.

## **10. RECOMMENDATIONS**

- 10.1 That the Bradford East Area Committee receive this report on education performance and standards in the area.

## **11. APPENDICES**

- 11.1 Appendix 1 – Summary performance data for the Bradford East area from Early years to Post 16.

## **12. BACKGROUND DOCUMENTS**

- 12.1 [Education Standards in Bradford 2016](#)



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# Bradford East Schools' Performance 2016

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Children's Services

City of Bradford MDC

[www.bradford.gov.uk](http://www.bradford.gov.uk)

# Bradford East primary schools

## Bradford East 1

Blakehill Primary School  
Cavendish Primary School  
Fagley Primary School  
Greengates Primary School  
Grove House Primary School  
Holybrook Primary School  
Idle CofE Primary School  
Our Lady and St Brendan's Catholic Primary School  
Parkland Primary School  
Poplars Farm Primary School  
St Clare's Catholic Primary School  
St Francis Catholic Primary School  
St Luke's CofE Primary School  
Swain House Primary School  
Thackley Primary School  
Thorpe Primary School  
Wellington Primary School

## Bradford East 2

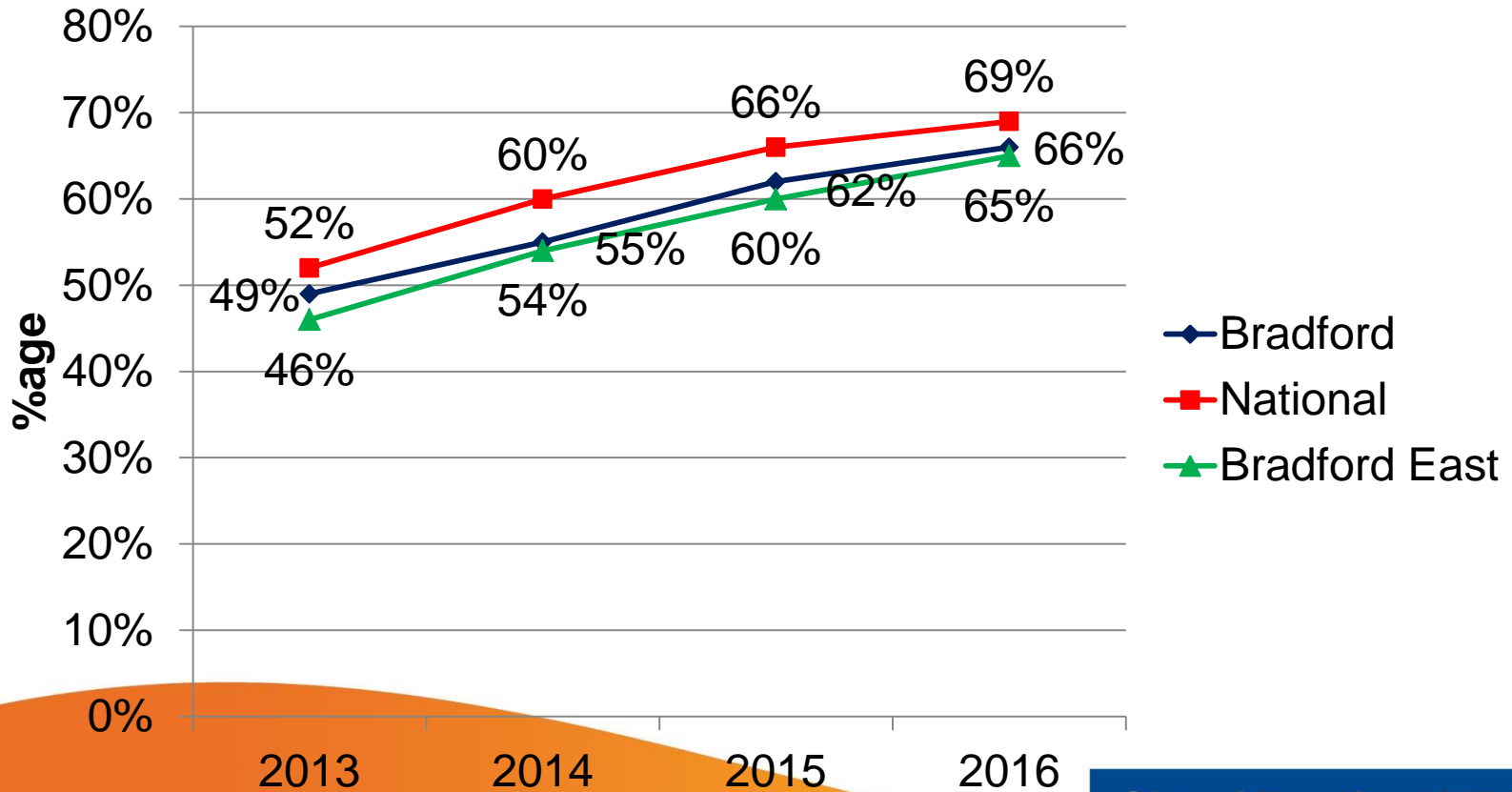
Byron Primary School  
Killinghall Primary School  
Lapage Primary School and Nursery  
Peel Park Primary School  
St Mary's and St Peter's Catholic Primary School  
Westminster Church of England Primary School  
Barkerend Academy  
Dixons Marchbank Primary School  
Feversham Primary Academy  
Thornbury Academy  
Primary Pupil Referral Unit  
Delius Special School

## Bradford East 3

All Saints CofE Primary School (Bradford)  
Bankfoot Primary School  
Bowling Park Primary School  
Horton Park Primary School  
Marshfield Primary School  
Newby Primary School  
St Joseph's Catholic Primary School (Brad)  
St Matthew's CofE Primary School and Nu  
St Stephen's CofE Primary School  
Dixons Music Primary  
Rainbow Primary School

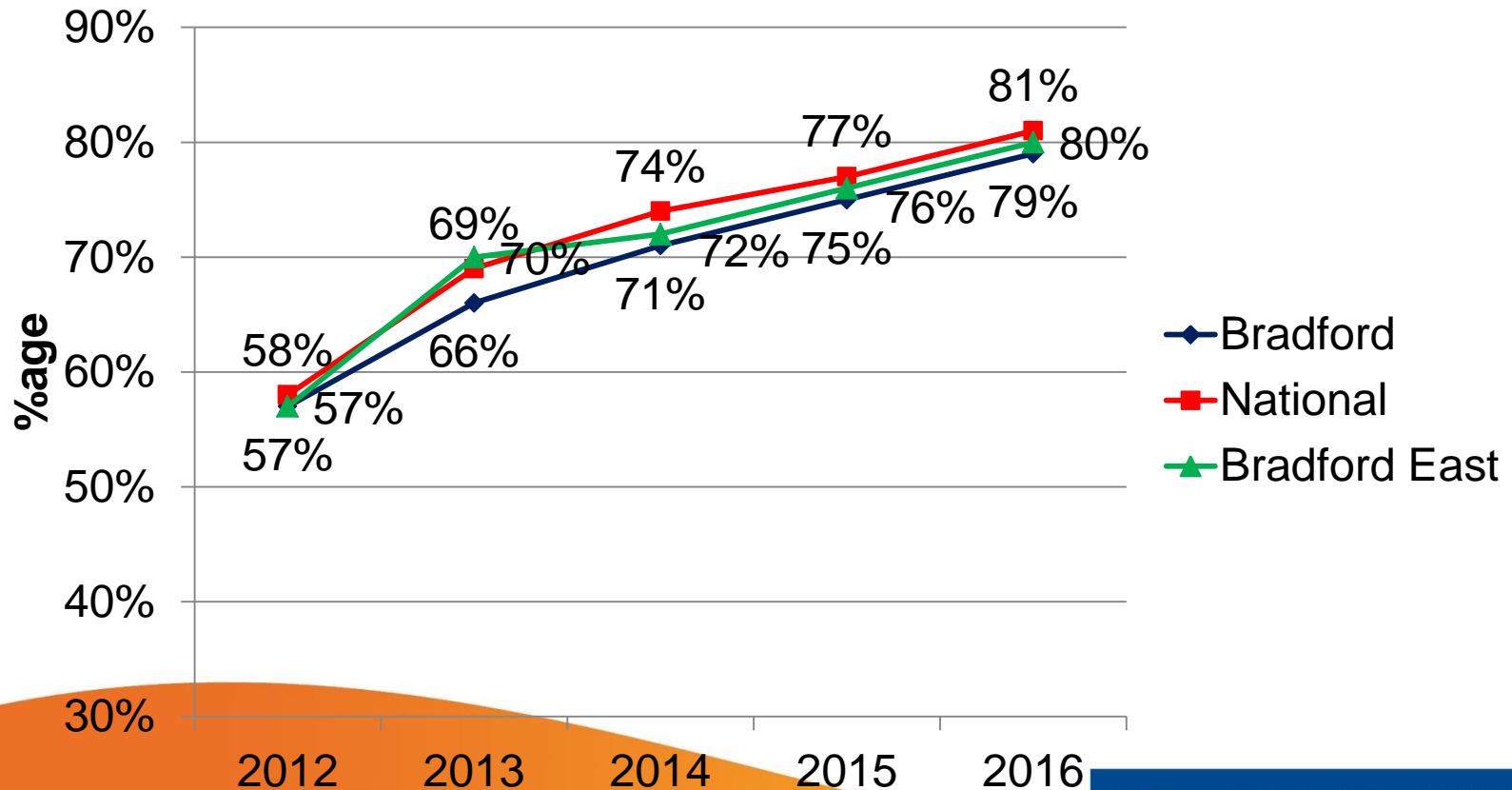
# Early Years Foundation Stage Good level of Development

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# Phonics – Year 1 % Working At expected standard

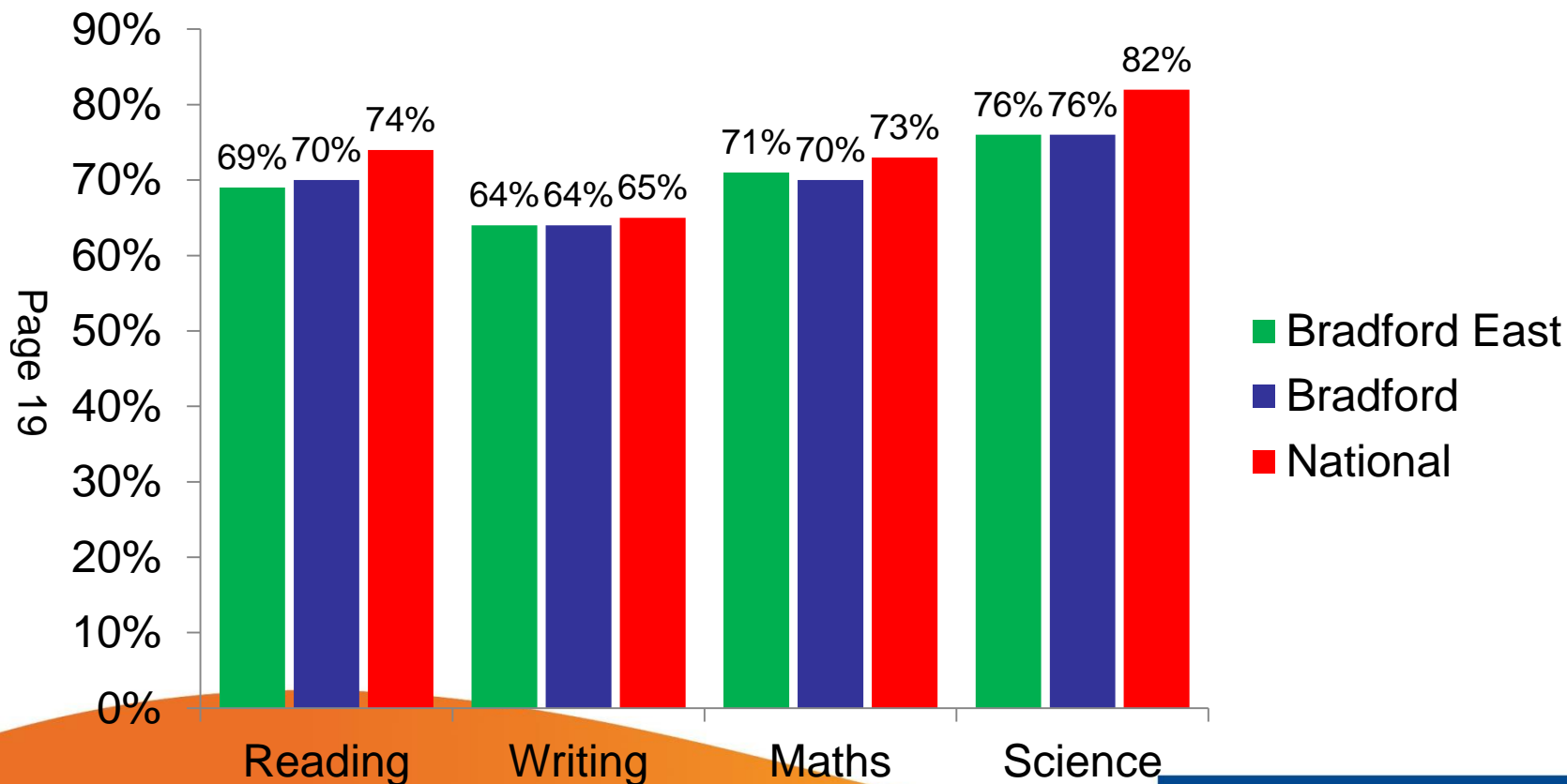
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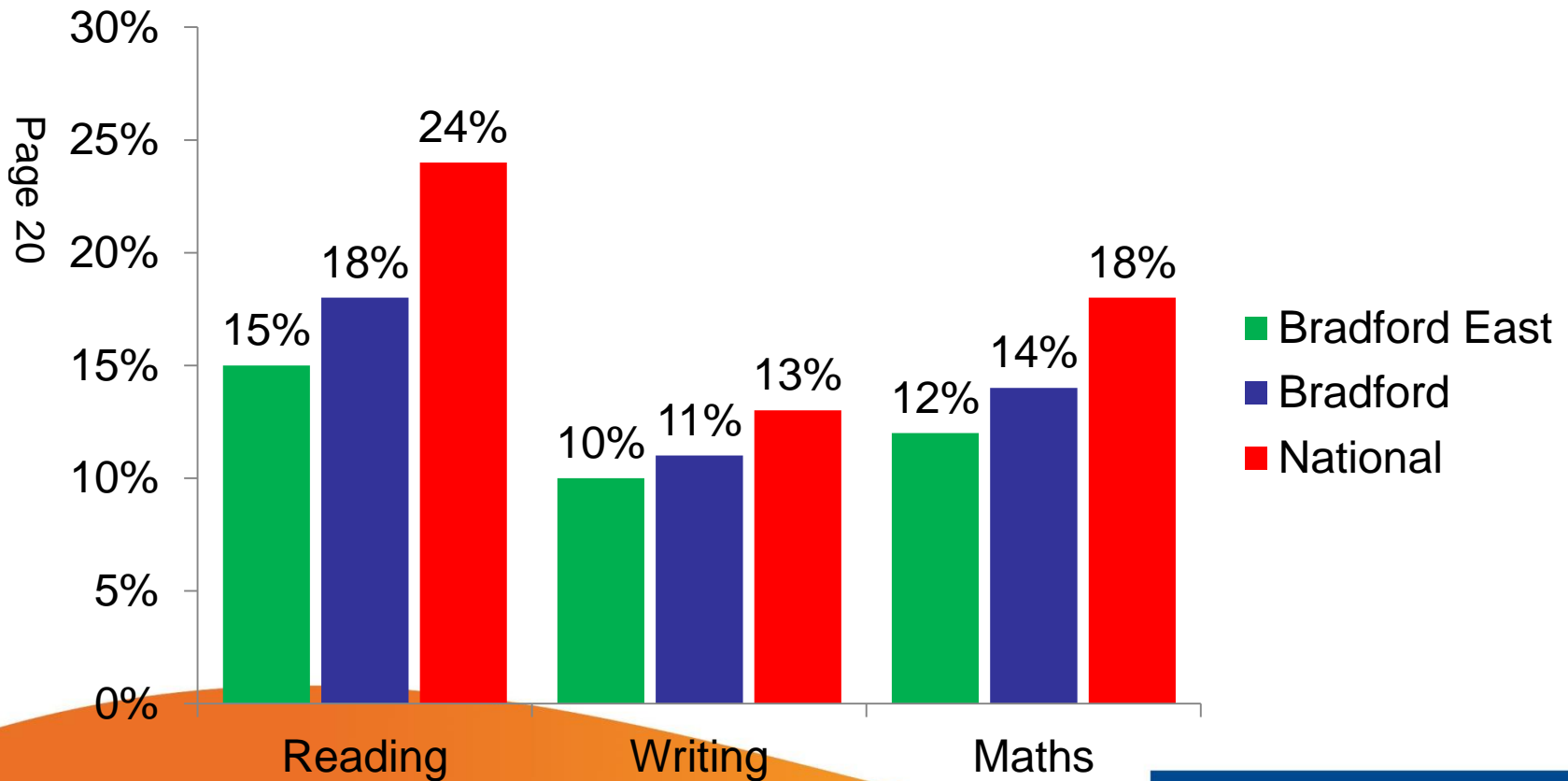
# Key Stage 1

## Achieving Expected Standard or better



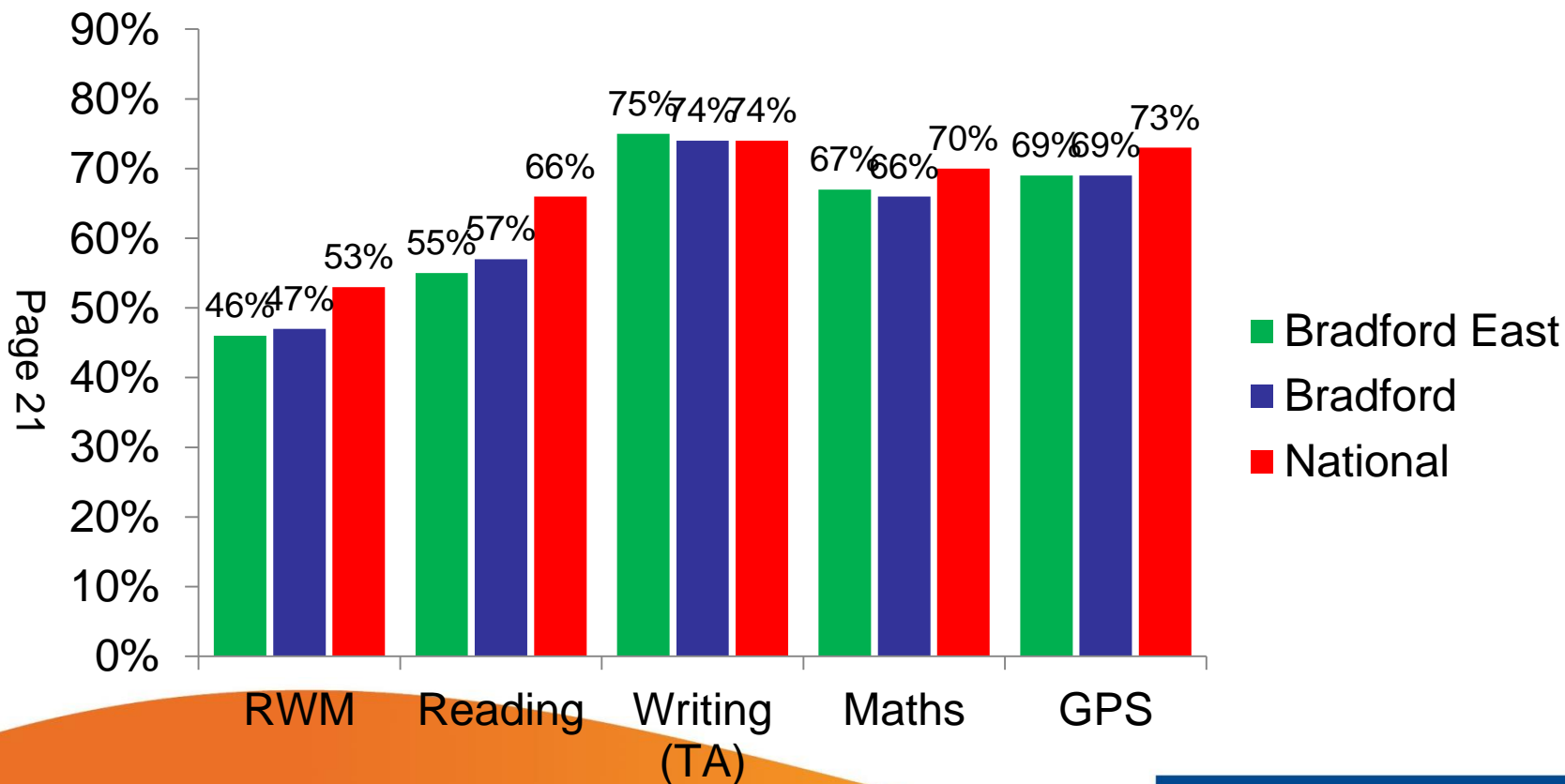
# Key Stage 1

## Achieving Higher Standard

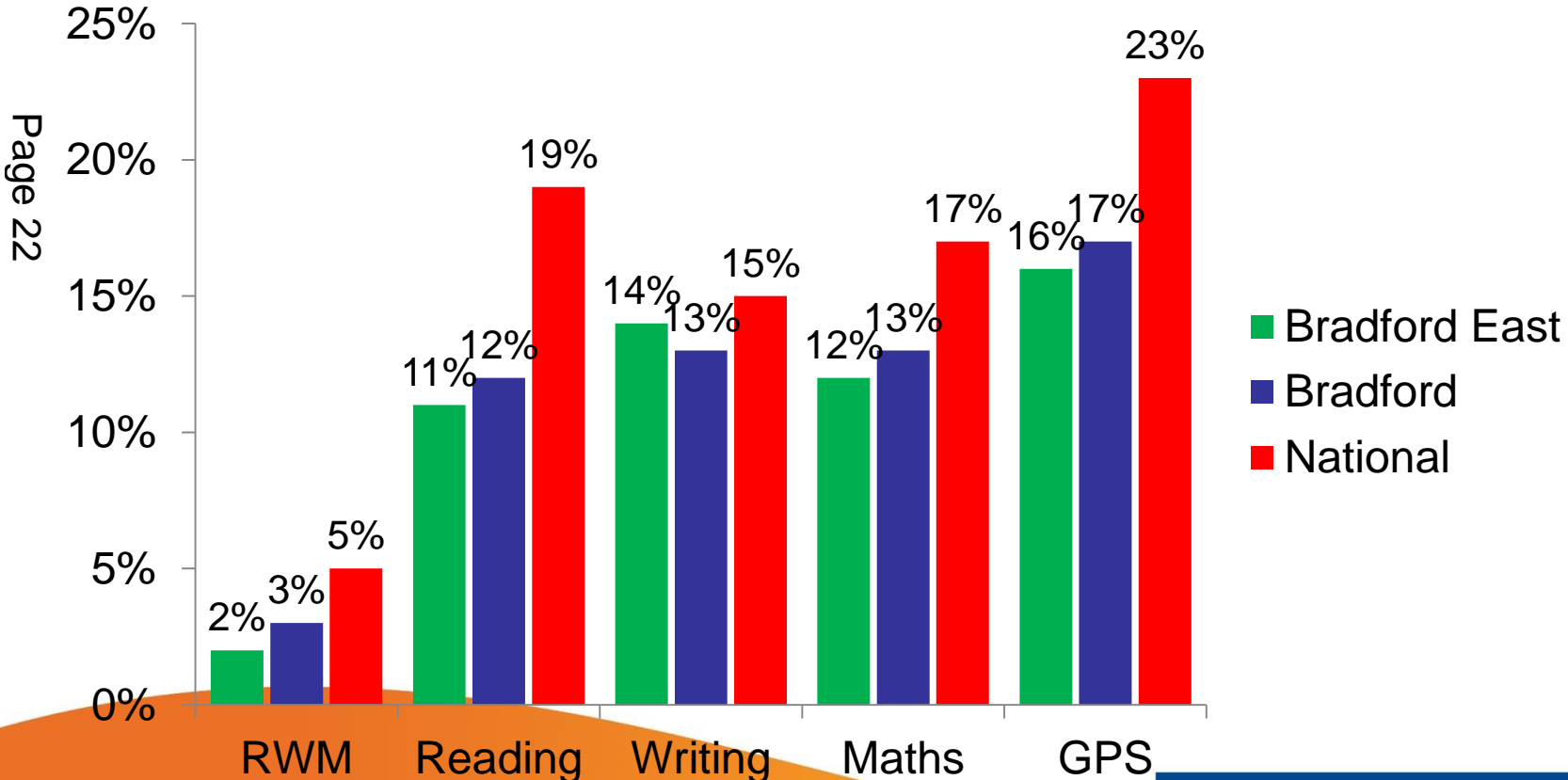


# Key Stage 2

## Achieving Expected Standard or better



# Key Stage 2 Achieving Higher Standard



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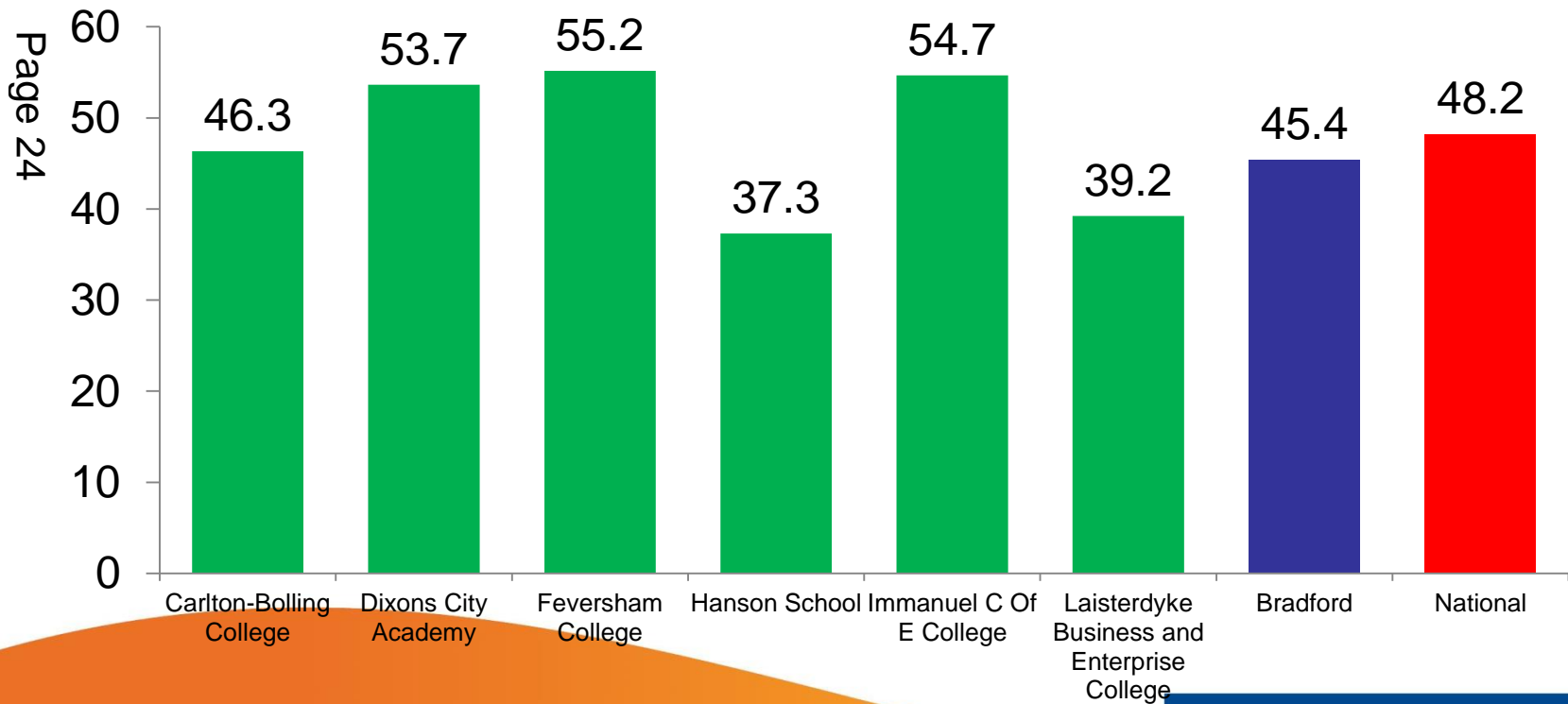
# Key Stage 2 Value Added Progress scores

## Bradford East



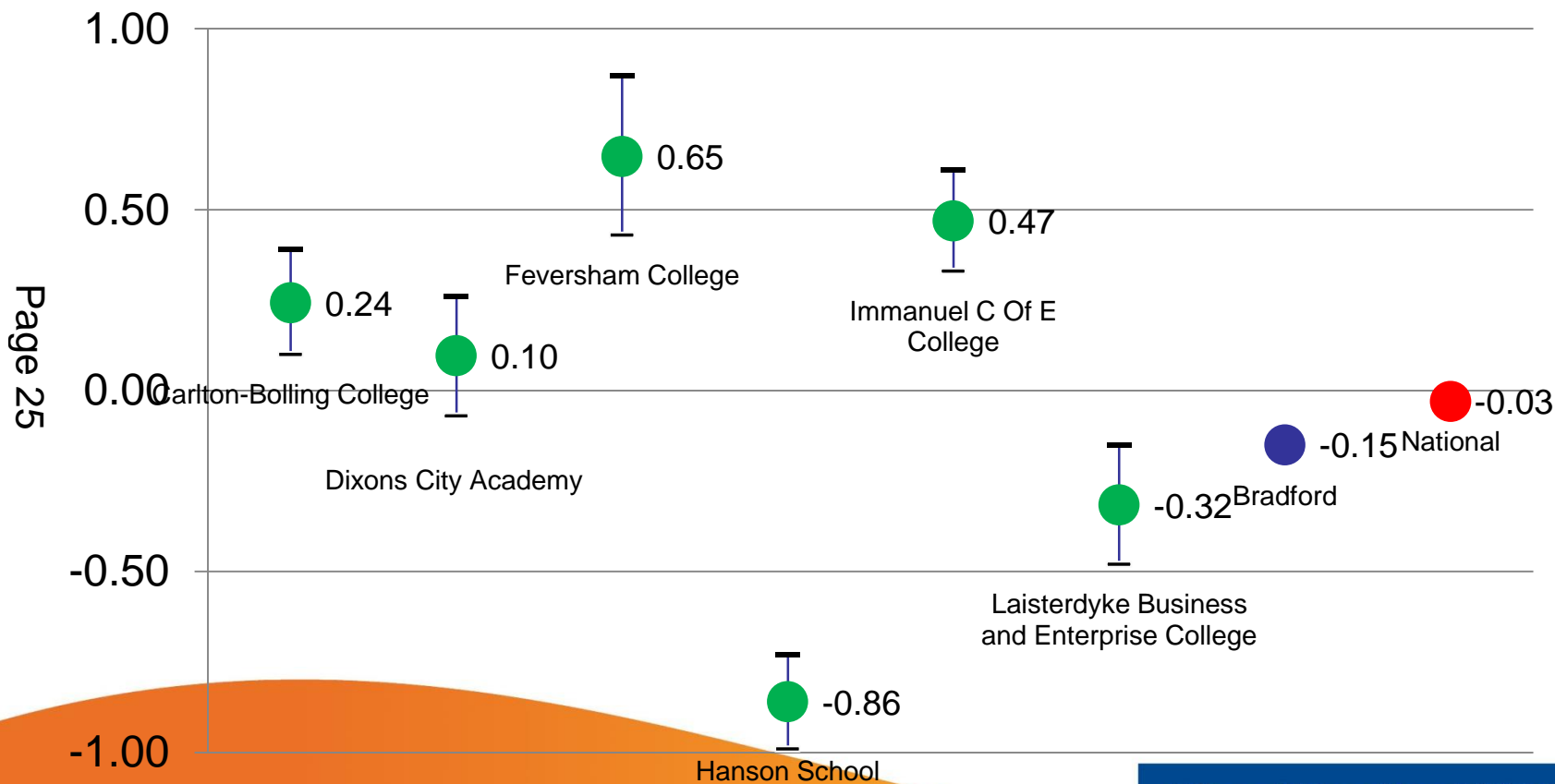
# Key Stage 4 Attainment 8 scores

## Attainment 8



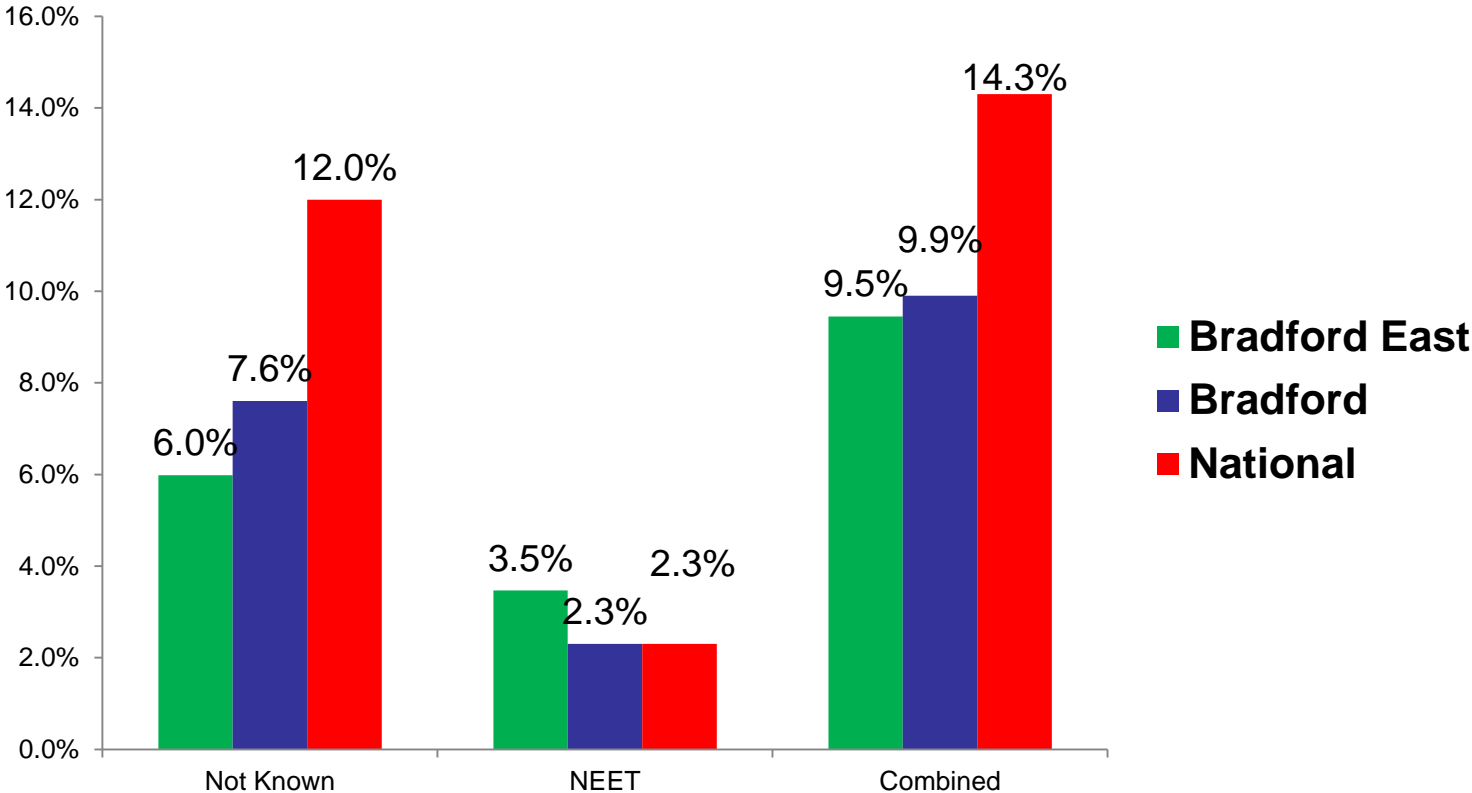
Page 24

# Key Stage 4 Progress 8 scores



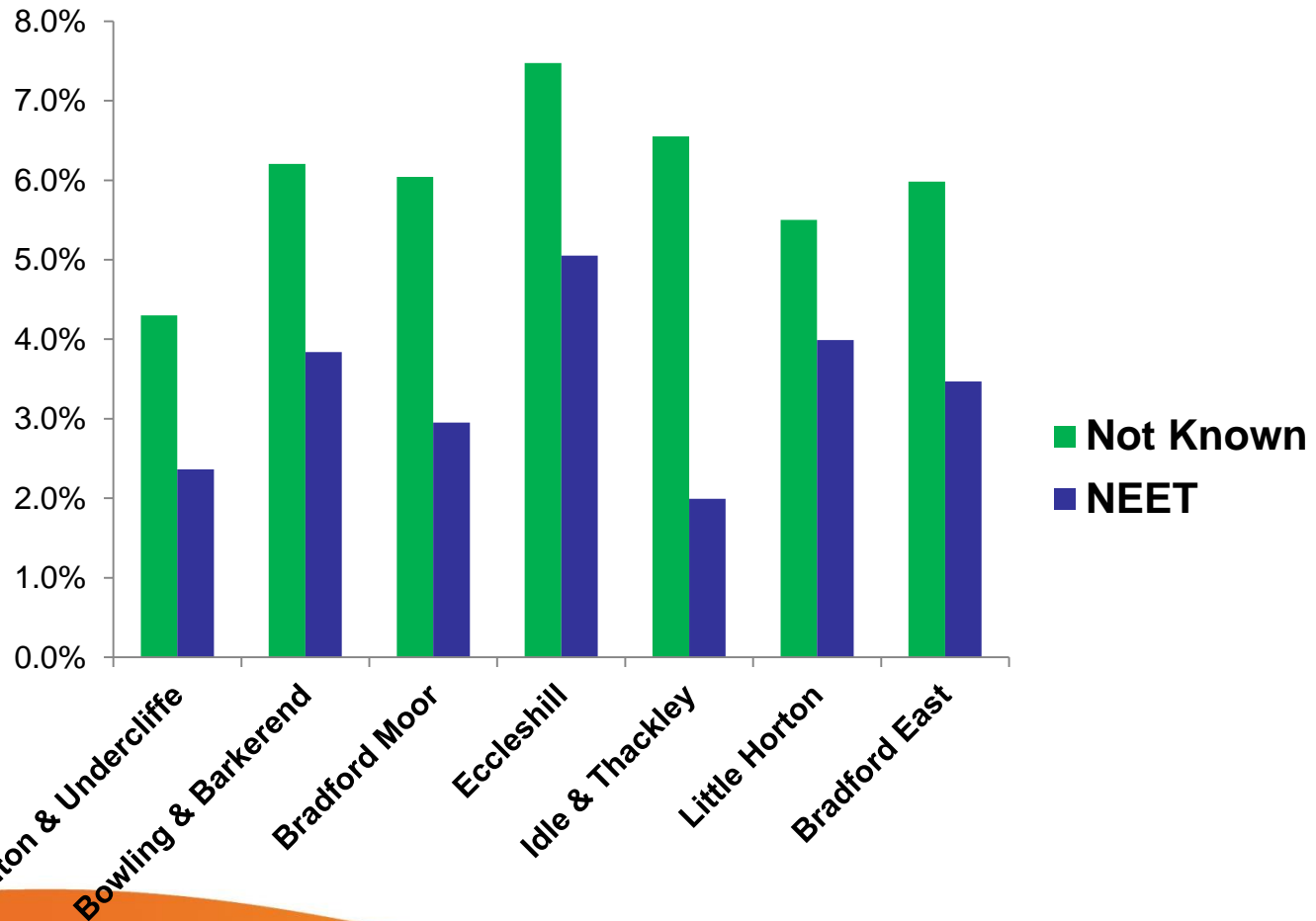
# NEET and Not Known October 2016

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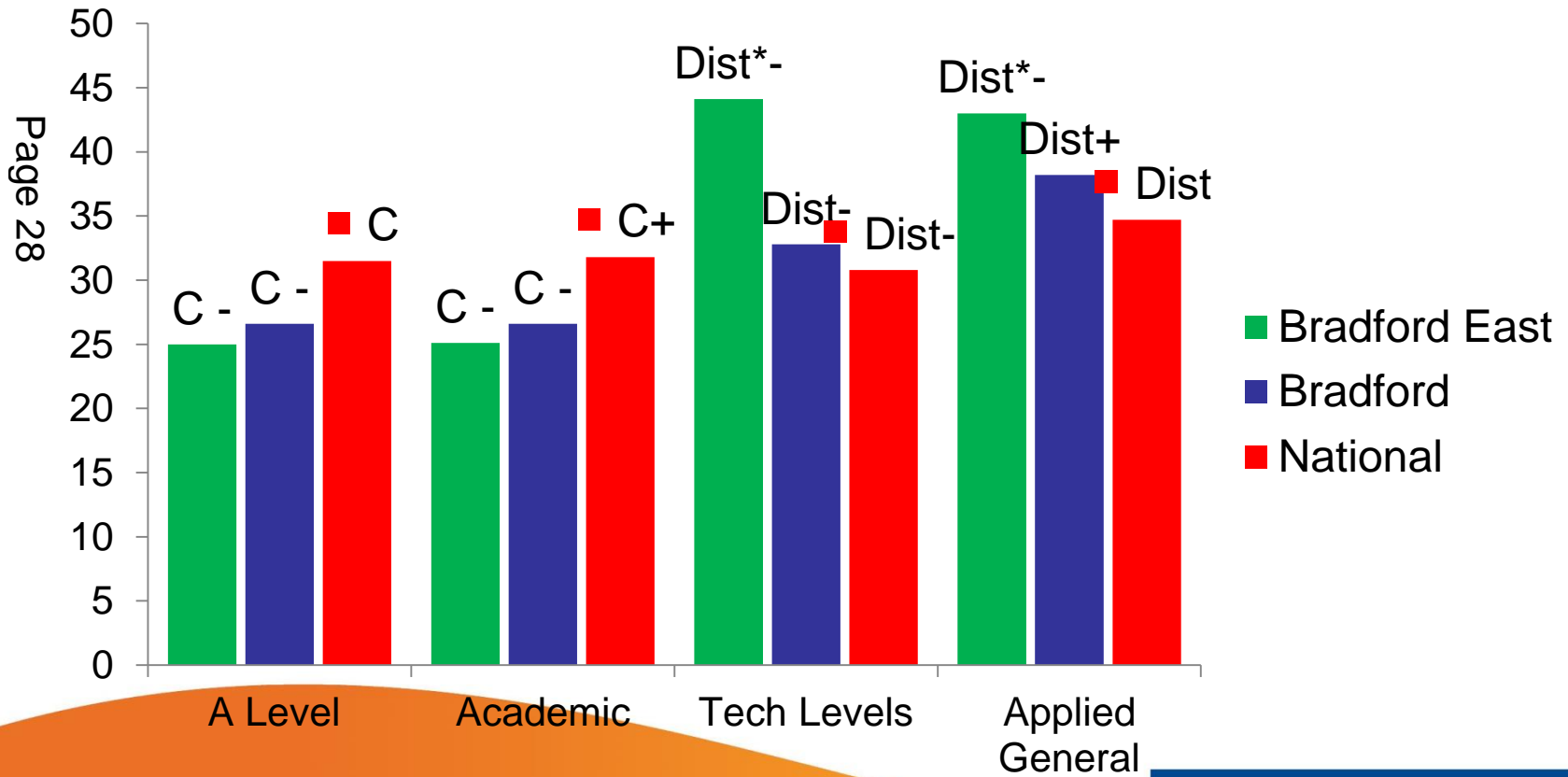




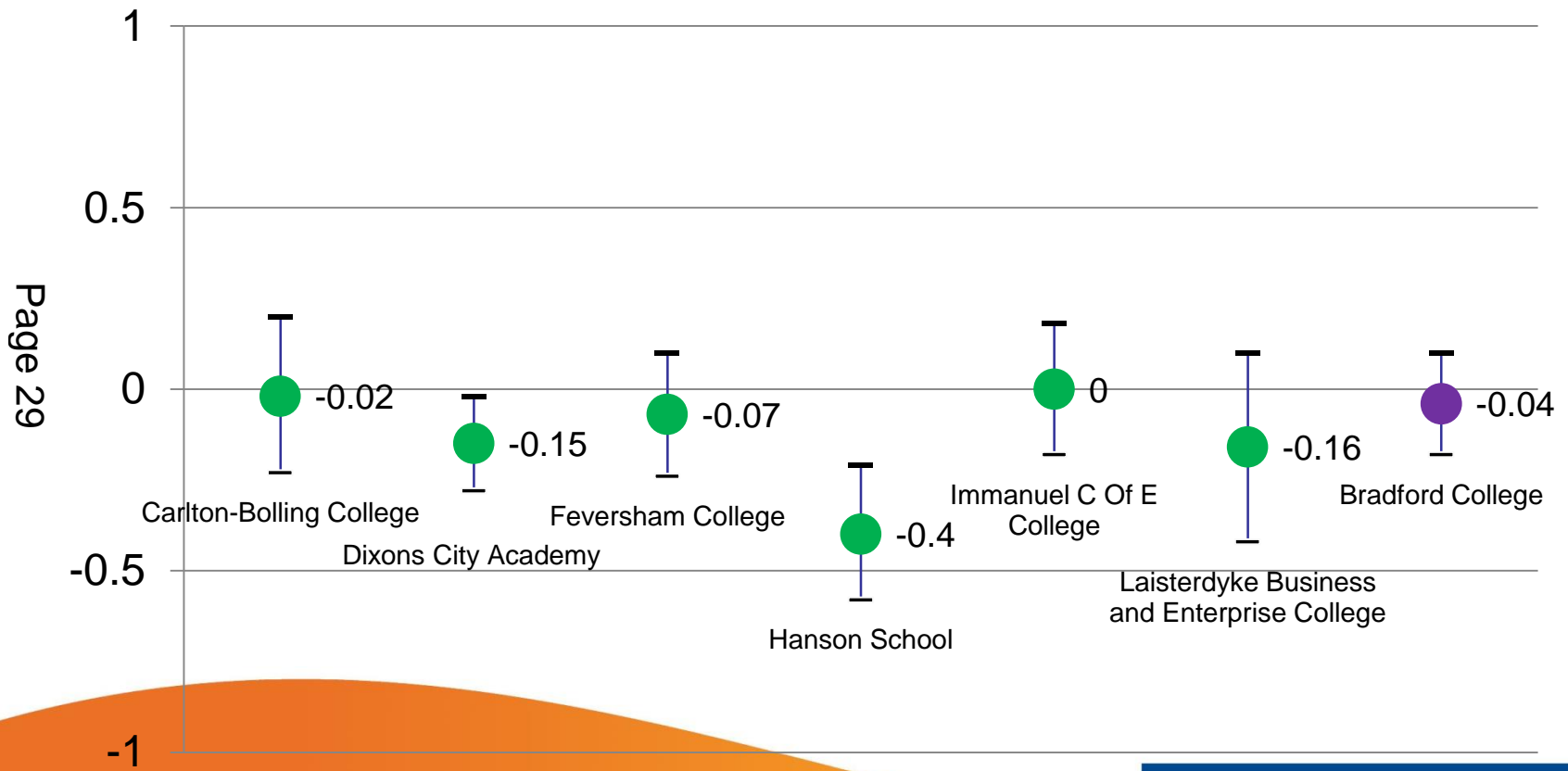
# NEET and Not Known by Ward



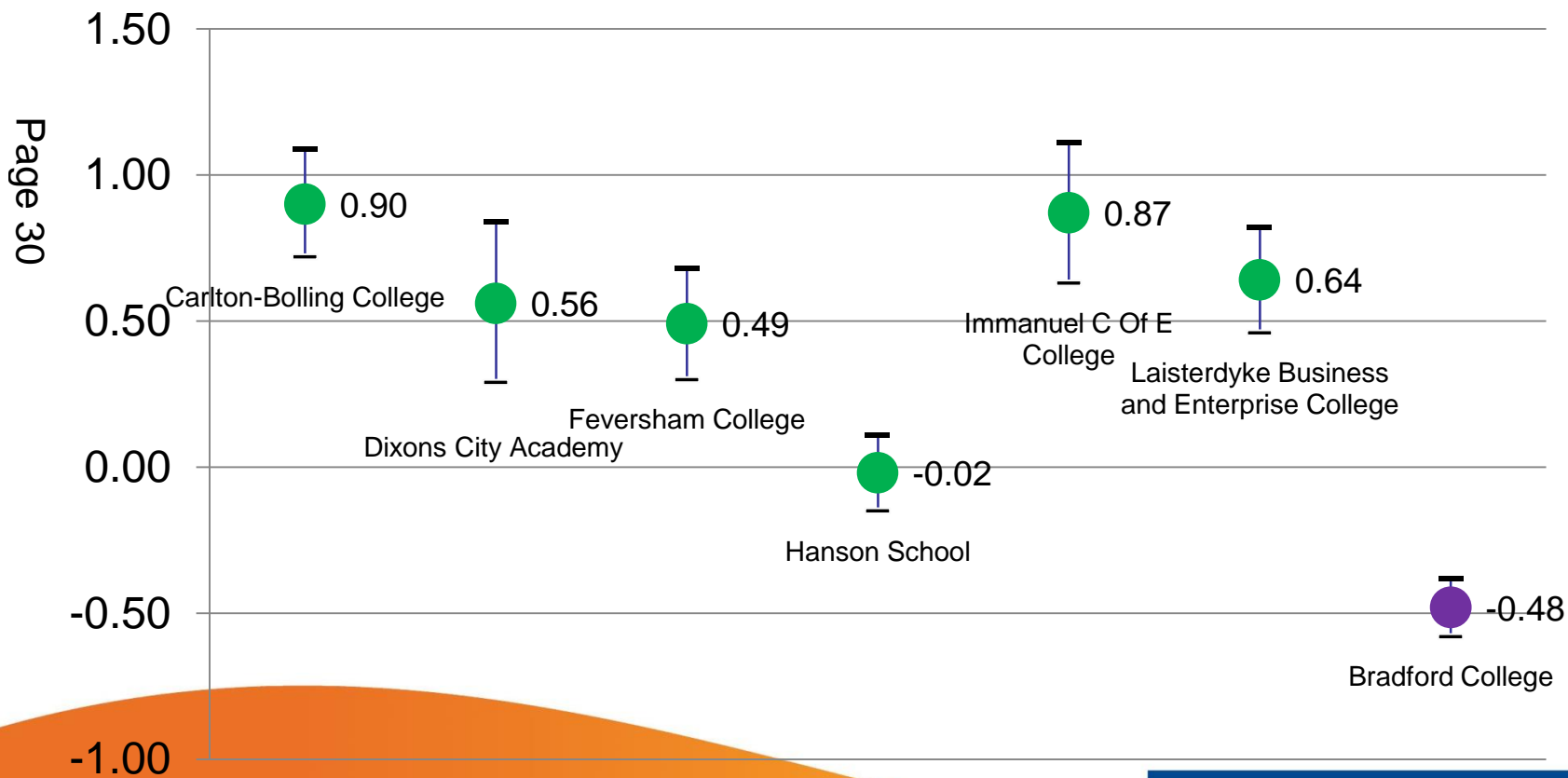
# Key Stage 5 Average grade attained



# Key Stage 5 Academic Value Added scores



# Key Stage 5 Applied General Value Added scores



## Report of the Strategic Director, Children's Services to the meeting of Bradford East Area Committee on 12 January 2017

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**Subject:**

**Arrangements by the Council and its partners to tackle child sexual exploitation.**

**Summary statement:**

This report provides an update to the report presented to east Area Committee in 2016 regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place, and which continue to develop, to safeguard children from CSE.

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Michael Jameson  
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Health & Social Care

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**Overview & Scrutiny Area:**

Children's Services



## 1. SUMMARY

- 1.1 This report provides an update to the report presented to the Children's Services Overview and Scrutiny Committee on 8<sup>th</sup> October 2015 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It sets out the arrangements that have been put in place and which continue to develop, to safeguard children from CSE.
- 1.2 Detailed information is provided regarding the activity of the multi-agency CSE Hub during the business year April 2015 – March 2016. An in depth break down is provided of the workload of the Hub on one particular day: 29<sup>th</sup> March 2016 as well as data in relation to CSE specific to Bradford east.
- 1.3 The report also provides information about the multi-agency review of the Hub undertaken by BSCB in recent months. Updates are also provided about the commissioning of preventative services, training about CSE and the work of partners to investigate non-recent sexual exploitation and support victims.
- 1.4 This report develops significant themes from the previous reports regarding CSE published by the Council, in particular the Council Executive report dated 6<sup>th</sup> September 2016.

## 2. BACKGROUND

### 2.1 National context:

Tackling Child Sexual Exploitation continues to be a national priority for central government. The government departments leading this work are the Home Office and the Department for Education.

- 2.2 In 2009, the government guidance "Safeguarding Children and Young People from Sexual Exploitation" contained the following definition of Child Sexual Exploitation (CSE):

*"Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities. Child sexual exploitation can occur through the use of technology without the child's immediate recognition; for example being persuaded to post sexual images on the Internet/mobile phones without immediate payment or gain. In all cases, those exploiting the child/young person have power over them by virtue of their age, gender, intellect, physical strength and/or economic or other resources. Violence, coercion and intimidation are common, involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social/economic and/or emotional vulnerability."*



- 2.3 Nationally, understanding of the complexity of CSE has developed significantly since 2009 and there are currently a range of definitions used in different jurisdictions of the United Kingdom and by some voluntary sector organisations. In early 2016 the government consulted on options for a revised definition of CSE, to which Bradford Safeguarding Children Board (BSCB) made a submission. The government has not yet published the outcome of the consultation.
- 2.4 The Independent Inquiry into Child Sexual Abuse was established by the former Home Secretary, Theresa May. The Inquiry will investigate whether public bodies and other non-state institutions have taken seriously their duty of care to protect children from sexual abuse in England and Wales. The enquiry has launched 13 investigations to date. These investigations are:
- Accountability and Reparations;
  - Cambridge House, Knowl View and Rochdale;
  - Children in Custodial institutions;
  - Children outside the UK;
  - Child Sexual Exploitation by Organised Networks;
  - Lambeth council;
  - Lord Janner
  - Nottinghamshire Councils;
  - Residential Schools;
  - The Anglican Church;
  - The Internet
  - The Roman Catholic Church;
  - Westminster.

Among these 13 investigations are a number that have a particular focus on CSE or sectors where there is concern that previous arrangements have failed to effectively protect children from CSE.

- 2.5 It is acknowledged that the painstaking work of the Inquiry, incorporating the work of these 13 investigations, will take a considerable amount of time to be completed and to report. The Inquiry has established a consultative panel to ensure that the experiences and views of victims and survivors will be included in the final report and its recommendations. Further information regarding the work of the Inquiry can be found at the website: <https://www.iicsa.org.uk/>
- 2.6 On July 29<sup>th</sup> 2016, the Chief Executive of Bradford Council wrote to Dame Justice Lowell Goddard, the then chair of the Inquiry. The letter is attached to this report as appendix 2. The Chief Executive drew the chair's attention to the call for an independent inquiry into CSE in the Bradford area by Ms Angela Sinfield, who is the mother of one of the local victims of child sexual exploitation. The letter goes on to invite "robust scrutiny" of Bradford's record and arrangements.
- 2.7 The government decision, in 2015, to designate CSE a "national emergency" has reinforced the increasingly high priority given to CSE in local authority and police force areas. Later, this report will provide evidence of increased recognition of CSE and provision of services to those at risk of, or actually experiencing this form of abuse. The Chair of the National Association of Police and Crime Commissioners, Vera Baird QC, stated in July 2016 that the national cost of police efforts to tackle



the “growing and tragic menace” of child sexual exploitation could treble to £3bn a year by 2020. This estimate does not include the cost to local authority services, the National Health Service and voluntary sector organisations.

## 2.8 Local context:

Bradford Safeguarding Children Board (BSCB) has developed a 9 Point Strategic Response to CSE which identifies the priorities agreed by all partner organisations working with children and families in the Bradford District. These priorities are:

- Our partnership response to CSE is child, young person and victim focused.
- Partners will develop and resource a multi agency co-located team which will work together to reduce the risk to victims and bring offenders to justice.
- A training plan will be developed for all professionals and leaders regarding CSE, in particular training and support for schools to identify to pupils and teachers the signs of being groomed for CSE.
- Communities will be assisted to deal with the impact of CSE.
- Support networks will be supported focusing on women and mothers.
- A specific direct work plan will be developed aimed at boys between 14 yrs and 17 yrs to tackle any unacceptable attitudes regarding the sexual abuse of any person.
- Partners will work together to develop responses and resources to address the impact of CSE in its varied manifestations across the District’s communities.
- A partnership response will be developed to reduce the opportunities for perpetrators of CSE to traffic and abuse children and young people through the use of all regulatory functions of the Council and its partners
- Our partnership response includes undertaking multi-agency historic investigations into CSE.

2.9 Organisations develop specific plans, consistent with their statutory responsibilities and local needs analyses, for recognising and responding to the impact of CSE. The 9 Point Strategic Response is periodically reviewed and the BSCB CSE and Missing Children Sub Group directly monitors those plans that are the responsibility of BSCB and holds partners to account for the progress of their individual agency plans for tackling CSE. A report was provided in September 2016 to Council Executive regarding the 9 Point Strategic Response to CSE.

2.10 Key decisions made by the Council have demonstrated a strong commitment by elected members to ensuring that they and council officers make a full contribution to the District’s 9 Point Strategic Response. At the Full Council Meeting of 12<sup>th</sup> July 2016, members accepted the recommendation of the Governance and Audit Committee to amend the Members’ Code of Conduct to require all Members and Co-opted Members of Council to complete CSE training. BSCB is seeking assurance from the Council’s Member Development Manager who is charged with ensuring that all Members are able to fulfil this requirement.

2.11 A key responsibility of BSCB is to ensure that professionals learn from practice experience and that organisations make improvements based on that learning. BSCB has recently published an independently led serious case review (SCR) into a particular case of CSE. This case is linked to the abuse of a girl ( called Autumn in the review) by a group of adult men and one male who was a juvenile at the time of





the offences. Twelve men were convicted of a number of offences linked to CSE and sentenced in January 2016. This SCR was published in December 2016 and highlights a number of lessons that need to be learned from the review. The review concludes that services did not recognise the signs of risk early enough, and that opportunities to help her were missed by everyone in the system. There are detailed action plans for all agencies which are based on the recommendations framed by the independently led panel for the review and the progress of agencies in relation to these actions will be monitored and tested by BSCB. The full review can be read at [http://www.bradford-scb.org.uk/scr\\_autumn.htm](http://www.bradford-scb.org.uk/scr_autumn.htm)

2.12 In addition to undertaking SCRs, BSCB carries out “Challenge Panels” in the course of which a number of cases are looked at in depth. The cases are selected with a theme in mind; some cases are chosen as it is acknowledged that they present particular difficulties for agencies, others are chosen from a random sample to provide an opportunity to view how other, similar, cases have been responded to. Panel members read and analyse multi-agency records regarding these cases and then receive presentations and ask questions of selected front line practitioners and first line managers who have been involved in the cases considered. The panel identifies improvements that can be made in procedures, practice, training and information for professionals across the safeguarding partnerships. Two challenge panels, on 5<sup>th</sup> December 2014 and 21<sup>st</sup> March 2016, have looked at the issue of CSE.

2.13 In 2016 Ofsted announced a new programme of multi agency inspection (Joint Targeted Area Inspection, JTAI) covering both the “Front Door” arrangements for social care, as well as an in depth look at an area of multi agency practice through a “Deep Dive”. The first of these themes was “CSE and Children Missing from home and care”. The BSCB coordinated a programme of preparation for inspection which was led by a high level Leadership Group chaired by the Chief Executive of the Council as well as a JTAI Programme Board which undertook a self assessment and action planning process. The action plan arising from this work has been mapped to the 9 Point Strategic Plan and is being monitored through the CSE sub group of the Board, which is chaired by the Police.

#### **2.14 The work of the Multi-Agency CSE Hub:**

The Bradford District multi-agency co-located CSE Hub is based in Sir Henry Mitchell House in central Bradford. It was established in early 2012 and has developed and grown since first becoming operational. The Hub also has responsibility for managing enquiries into and coordinating support for children who go missing. A number of Elected Members have visited the Hub to familiarise themselves with its operations. In April 2016, the staff physically located in the Hub was:

- Local Authority: Children’s Services team manager and two social workers, an Intelligence Officer and administrative support;
- West Yorkshire Police: 12 officers, including specialist missing persons officers, detectives and a CSE Problem Solving Officer;
- Barnardo’s Turnaround Service including a Service Manager, social workers, outreach workers, a “Night Time Economy” worker and administrative support;



- A Nurse Practitioner to strengthen information sharing and operational links with Health Trusts.
- 2.15 Certain other agencies and services are not located in the Hub but attend regular meetings and are integral to the multi-agency response. These are:
- Children’s Society “Hand in Hand” Service which provides support services to boys and girls in the Keighley and Airedale area;
  - Blast (Bradford and Leeds Against the Sex Trade) is a campaigning, training and support organisation for young men and boys experiencing CSE;
  - PACE (Parents against Child Exploitation) which provides support to parents and carers of children experiencing CSE; and
  - Local Authority education support services.
- 2.16 The Hub uses the West Yorkshire LSCB consortium safeguarding children procedures and the West Yorkshire CSE risk assessment tool. Each weekday the Hub staff meet to consider new and updated cases in order to provide a prompt response to new concerns. Risk assessment levels for each child known to the Hub are regularly reviewed.
- 2.17 Since the Hub came into existence, data has been collected regarding referrals and risk assessments in order to understand the incidence of recognised CSE in the District and the levels of risk indentified for children known to the service. The characteristics, such as age, gender and ethnicity (as set out in appendix 1) of these children have been recorded and information has also been collated regarding persons identified as actual or suspected perpetrators of CSE.
- 2.18 At the time that the Hub was established it was anticipated that there would be a significant increase in the numbers of children in the Bradford District identified as being at risk of CSE and actually abused in this way. It was believed that this would result from a combination of improved awareness of CSE in communities and among professionals and also as a result of bringing to bear on the issue the dedicated focus and increasing expertise of the staff located in the Hub.
- 2.19 In the October 2015 report it was reported that there had been 431 referrals to the Hub from 1<sup>st</sup> April 2014 – 31<sup>st</sup> March 2015. That report also stated that if the trend of the first four months of the 2015/16 year continued, there would be a year on year increase of 29% in referrals to the Hub during 2015/16. Final analysis of data for 2015/16 shows that there were in fact 713 cases referred to the Hub which is an increase of 65%.
- 2.20 Appendix 1 to this document is a detailed report which sets out the data sources used, provides a strategic overview of activity during 2015/16 and a tactical overview of the cases open to the Hub on a particular day (29<sup>th</sup> March 2016). The report also provides information about CSE crimes in East Bradford, some analysis of the characteristics of offenders and information about locations of concern.
- 2.21 In March 2015 the government announced its intention to establish a national data set and performance measures in relation to CSE. These have not yet been published therefore it is not possible to benchmark performance in Bradford reliably



with other LA areas or against national trends. However, all indications are that nationally the rate of recognition of CSE linked offences and identification of victims is increasing.

2.22 Key data headlines are:

- There is a continuing rise in the cases of potential or actual CSE that are referred to the Hub.
- In the course of 2015/16 there was an average of 54 CSE referrals per month, compared to 36 per month the previous year.
- In Bradford east on the 27<sup>th</sup> October when the report was run, there were 112 young people identified as at risk of CSE, including 14 considered to be at high risk.
- 20 % of children considered to be at risk of CSE in east Bradford are males. .
- The peak age for males referred to the Hub is 14 years, for females it is 15 years. The peak age in East Bradford is 15
- In Bradford East the age ranges from 10-18
- The ward with the highest number of at risk children is Eccleshill, with Bolton and Undercliffe, Bowling and Barkerend and Bradford Moor close behind
- No ward had no children at risk with the lowest being one in Windhill and Wrose.
- A break down of cases open on one day (29<sup>th</sup> March 2016) shows that 13% of cases were assessed as being at high risk, 42% at medium risk and 40% were low risk.
- In the course of 2015/16, in the Bradford District, 109 crimes were recorded by West Yorkshire Police as “child sexual exploitation crimes”; this constitutes 20% of all sexual offences against children recorded in Bradford during that period.
- 78% of identified offenders linked to CSE crimes are under the age of 36 while almost 60% are under the age of 25.

2.23 In order to illustrate the work of the CSE Hub, two anonymised case examples are provided for the Committee. These illustrate factors that can heighten a child’s risk assessment as well as factors that might increase a child’s resilience and therefore reduce the risk assessment. These short case studies provide some examples of the services that children might receive. In each instance it is clear that the risk to the child can go up and down in the course of their experience of CSE and in the course of receiving support services.

2.24 Child A was identified as being at risk of CSE when she was only 13 years of age, as a result of intelligence that she was receiving cigarettes in exchange for sexual activity. Initially, this child was resistant to all interventions that were offered and over time the risks increased and she was considered at very high risk of CSE. She was using cannabis daily, going missing from home, associating with much older males and had received treatment for sexually transmitted infections. The risks became so great that she was taken into care and was placed outside the Bradford District. Intensive work was undertaken by the local authority’s Placement Support team and Barnardo’s Turnaround project. Both services were persistent, despite initially meeting with a lot of resistance from the child. Eventually this persistence paid off and she began to engage with services. She began to recognise and



acknowledge the risks and harm that she had experienced. She recently returned to Bradford and is again living with her mother, still receiving a service from the Placement Support team. The most recent assessment has reduced her CSE risk to low because she is fully engaged in group work provided by the Turnaround service. She is the only child from the group to have attended every single session. She has not used cannabis recently and she has taken her GCSEs and has applied for further education courses.

2.25 Child B is a girl who has been known to the Hub for several years. She was living away from her family home with a much older male who was exploiting her. She was resistant to any support and would not engage with any service such as the impact of her victimisation. Many attempts were made to intervene with this child and she was placed in a foster home within Bradford. The quality of consistent care that she received at the foster home had a positive impact on the child. She was able to accept other support and gradually her risk assessment level reduced. However, the child then suffered bereavement and disengaged from the professionals who had been supporting her. She returned to her previous associates and the assessment of risk of CSE increased significantly. Over a period of time, the girl went through several cycles of engagement, followed by disengagement and increased risk as a consequence of emotionally difficult events. This young woman has now turned 18 and has begun to engage with agencies. She has a close relationship with her Turnaround worker and has undertaken video interviews with the police, who are working to gather evidence for prosecution of those who have abused her.

#### **2.26 Multi-Agency Review of the CSE Hub:**

Beginning in December 2015, BSCB undertook a partnership review of the working of the CSE Hub. This was led by the interim Assistant Director for Children's Services. The multi-agency group leading the review of the Hub met eleven times between 8<sup>th</sup> December 2015 and 9<sup>th</sup> June 2016. It included 8 agencies who considered the following issues:

- Current policies and procedures including pathways to services and the West Yorkshire risk assessment tool;
- Staffing levels, roles and responsibilities;
- The interface between children missing from home or care, CSE and the work of the Integrated Assessment Team;
- The interface between the local authority children's services long-term social work teams and the CSE Hub;
- Support for victims;
- Support for staff;
- Recording systems;
- Data analysis;
- Quality of practice;
- Work with communities.

2.27 The final report of the review of the Hub was accepted by BSCB in July 2016. The report resulted in the development of a detailed framework for professionals working with children who experience or are at risk of sexual exploitation. This is underpinned by revised detailed practice guidance for all agencies located in and



working closely with the Hub. A detailed plan containing 18 actions to be delivered by specific services has been developed. Named agencies are accountable to BSCB, through the CSE and Missing Sub Group for the delivery of these actions and are required to provide evidence of impact. This impact will be tested through the BSCB programme of audit and challenge panels.

2.28 The review provides evidence of the necessity for clearer pathways into therapeutic services for children and adults who have experienced sexual exploitation. This is an issue highlighted in national reports as well as local work. A specific multi-agency group has been identified to map current therapeutic provision, to identify priorities for commissioning and to provide a future report for the Health and Well Being Board.

2.29 The review demonstrated the importance of ensuring that all partners provide a high quality and prompt response to all incidents of children going missing from home or from care. Children who go missing may be vulnerable to a range of crimes and other forms of harm. However, there is strong evidence from national research that a very significant risk for such children is of CSE. There has been significant progress by the partnership to improve responses to children who go missing from home or care and it is recommended that the Children's Services Overview & Scrutiny Committee receive a report about this work.

### **2.30 Work with Perpetrators:**

West Yorkshire Police, supported by partners, invests considerable resource in gathering evidence to prosecute perpetrators of CSE offences. There have been a considerable number of prosecutions resulting from the work of the Hub, some of which have been detailed in earlier reports to this Committee and to the Council executive.

2.31 There are instances in which there is not an option to prosecute a suspected perpetrator, in which case there would normally be no further action as a result of the investigation. Research and experience of offender management services indicates that without the option of an intervention to address offending behaviour there is a risk of escalating criminality. An option being piloted locally, with the support of the Community Safety Partnership, is the Insight Programme.

2.32 The ambition of the Insight Programme project is to place a greater emphasis on these offenders recognising the impact of their actions and the harm caused. The project is developing a bespoke programme which adapts the most appropriate intervention dependant on the assessment of the individual perpetrator. This will be based on their level of responsibility, remorse and motivation.

2.33 Perpetrators will be referred on to the Insight programme, as an intervention by the Police if the Police are unable to prosecute and the alternative is no further action. It can also be used for sentenced individuals to undertake as part of their Court order. The programme during the initial period will only focus on low and medium risk cases.



- 2.34 The Insight Programme will involve two Insight volunteer facilitators meeting with the individual to assess them and then to organise these individuals being involved in restorative meetings with those affected/involved by this type of crime. This will not be their direct victim/s. The individuals will have to attend the meeting and talk about what they have done and who has been affected. They will then listen to people, or hear through the use of varied materials, the potential consequences of such behaviour. The meeting will then look at what they will do to ensure that they are not involved in similar behaviour in the future. Attendance at these meetings will be recorded and referred to in the future should that individual be involved in any further CSE related behaviour. This will evidence that they are aware of the impact of their actions and it can be used as evidence of bad character.
- 2.35 The Corporate Overview & Scrutiny Committee received a detailed report regarding the Insight Programme on 3<sup>rd</sup> February 2016.
- 2.36 Preventative Work:**  
Previous reports to this Committee have set out preventative initiatives being undertaken directly by partners or being commissioned by the local authority or the Community Safety Fund. In this report several specific areas of preventative work are highlighted, which support specific aspects of the 9 Point Strategic Response to CSE.
- 2.37 The local authority has previously commissioned an educative drama tour of the District's secondary schools highlighting the risk of CSE to year 10 students. For some time, partner agencies have wished to develop a similar, age appropriate product for primary school pupils who are approaching transition to secondary school. Some funding was provided by the West Yorkshire Police and Crime Commissioner (PCC) which has enabled BSCB to support the development of a play and supporting educative materials aimed at Primary School pupils. This play is entitled "Mr Shapeshifter" and highlights how children may be groomed and harmed through naive use of smart phones and other internet enabled devices.
- 2.38 Using the funding provided by the PCC it was possible to arrange a short tour of the play to 9 primary schools in the District and 8 performances have now been completed and evaluated. The feedback from the schools has been positive. A senior member of staff in one Bradford primary school stated:  
*"The children were keen to chat about [the play] afterwards. We had good responses, it was definitely understood (I wasn't sure at first that it would be). The acting was very high quality and the pitch – superb for year 6".*
- 2.39 As a result of the positive evaluation of the 8 performances to date, funding is being sought for an initial tour of 60 – 90 Bradford District primary schools during the 2016/17 school year. The target audience for performances are year 6 pupils. The intention is that teachers will be provided with materials to prepare children for the performances and there will also be materials to support post – performance lessons. Staff from a range of support services: Safer Schools Officers, Turnaround, Blast or Hand in Hand staff would also be present at schools during and after



performances to provide support to pupils and staff. A full evaluation of the impact of performances will be provided.

- 2.40 It is recognised both in Bradford and nationally that there are significant challenges for large organisations such as the local authority and the police service in effectively communicating with black and ethnic minority (BEM) communities about challenging issues such as CSE. It is recognised that in Bradford and elsewhere there has been an over representation, as convicted perpetrators of street grooming, of males of south Asian heritage, when compared to population data. It is also recognised that children and women of south Asian origin are disproportionately less likely to be recognised as victims of sexual exploitation. The report “Unheard Voices – Sexual Exploitation of Asian girls and Young Women” published by the Muslim Women’s Network in 2013 highlighted reasons for the under-recognition of Asian girls and women as victims of abuse.
- 2.41 Each organisation involved in the Hub is obliged to ensure that its procedures and guidance and training for staff improve equality of access to services. In addition, BSCB has been anxious to ensure that the commissioning options available to partners be exercised to provide focused support to BEM communities that are affected by CSE.
- 2.42 The Muslim Women’s Council (MWC), in conjunction with the Keighley Association Women and Children’s Centre (KAWACC), has successfully secured funding from partners outside Bradford to establish the “Fragile” project. This project has recruited skilled staff to work with women and girls in the BEM community to raise awareness of safeguarding issues, including CSE. Working individually and in groups, women and girls are provided with key information, including how to report concerns. Individual support is accessed for women and girls to support them through and after disclosure of concerns.
- 2.43 BSCB has supported a successful application by MWC and KAWACC for funding from the Community Safety Fund to recruit male staff to develop the Fragile model for work with men and boys in the BEM community. This project will work in partnership with other VCS organisations that are developing expertise in working with men and boys as potential perpetrators as well as potential victims of sexual exploitation.
- 2.44 BSCB has also supported a successful bid to the Community Safety Fund to maintain the Barnardo’s “NightWatch” scheme with a specific focus on Bradford. The Department of Education had previously provided 12 month’s funding for a West Yorkshire-wide scheme. A national evaluation of the first 12 month’s operation is awaited. However, the tangible local impact of the scheme, not least the contribution to developing and delivering a programme of mandatory CSE training for private hire operators and drivers, led to BSCB making a bid for further funding, focused solely on the Bradford District.
- 2.45 The Barnardo’s NightWatch initiative, which is funded by Bradford’s Community Safety Partnership April 2016 – March 2017, aims to raise awareness of child sexual exploitation by offering advice, guidance, support and training to businesses,



services and the general public.

- 2.46 NightWatch places particular emphasis on helping the night time economy to recognise, respond and report CSE and play a part in keeping children safe after dark.
- 2.47 The NightWatch Programme content includes exploration of the following themes:
- What is Child Sexual Exploitation?
  - CSE Multi-Agency Hub (who they are & what they do)
  - Grooming – Pattern of control
  - Consent
  - Identifying vulnerability and risk
  - Safeguarding - your role & responsibilities
  - Managing Risk
  - Reporting, recording and responding to concerns
- 2.48 The following case study is provided to illustrate the application of a range of interventions to drive up safeguarding standards in a licensed business, in this case an independent hotel.
- 2.49 The concern arose from information received into the CSE Hub from a member of the public regarding sightings of children accessing hotel premises during the night time hours. Following an initial visit to the hotel by the Police CSE Problem Solving Officer, a recommendation was made for hotel employees to undertake NightWatch CSE awareness training in order to raise the standard of safeguarding practices within the premises. Five hotel employees took part in the 2.5hr training session which included the Hotel Owner, Senior Duty Manager, Night Manager, Night Porters and Receptionist/Housekeeping Manager. The session highlighted the concerns received by the CSE Hub, allowed the staff team to develop risk management policies and practices to eliminate further concern/risk.
- 2.50 Initial evaluation of the training indicated that participants had moved from feeling 'slightly confident' to 'very confident' with regards to what CSE means, who it affects, recognising the signs and understanding the role they can play in helping to keep children and young people safe. Four participants said that they would 'do something differently' with regards to their professional practice as a result of the training, One participant said that they felt that they were already considering safeguarding within their practice and that they would continue to do this. All participants said that they had found the training beneficial both in a professional and personal capacity.
- 2.51 In order to assess the impact of the training on the safeguarding practice of the business, a number of post training visits were carried out by the Police CSE Problem Solving Officer. Evidence of practice and policy change was provided and no further concerns have been raised regarding the location following this intervention.
- 2.52 The CSE report to this Committee in October 2015 referred to the ambitious programme to train Private Hire and Hackney drivers and operators to recognise





the risk indicators of CSE and to respond appropriately. Private Hire and Hackney Carriage operators in the Bradford District have been expected to undertake safeguarding training for several years. Since January 2015 a specific module on CSE must also be completed. More than 3500 drivers and operators have now been trained and the training is mandatory for all new license applicants and applicants for license renewals.

- 2.53 In June 2015 all operators were written to regarding CSE and were provided with copies of poster and leaflets about the issue. The operators are requested to:
- Display the CSE poster in their base for both the public and staff to see.
  - Issue the CSE Do's & Don'ts leaflet to each of their licensed drivers for retention in their vehicle.
  - Check that drivers understand the content of the leaflet, are aware it must be retained in their vehicle and know what to do if they suspect a CSE issue.
  - Keep a record of the drivers that are issued with the CSE Do's and Don'ts leaflet. This must include their badge number, date of birth, name and signature of receipt.
- 2.54 Each of these requirements is now routinely checked by Council licensing officers and partners.
- 2.55 Barnardo's has been commissioned by the Council to deliver a number of preventative group programmes to parents and carers of children where concerns in relation to CSE have been identified. These sessions were subsequently evaluated by a Bradford University academic. The second stage of the project has been for Barnardo's Turnaround, with assistance from national experts, to produce a CSE "Parenting Education Pack". The CSE Parenting Education Pack is a resource that addresses the gap in current service provision to help parents participate and contribute to the safety and protection of their children and teenagers from CSE. The resource gives parents an understanding of CSE; who are the victims/perpetrators (breaking down stereotypes). It also addresses teenage brain development and explores questions such as: "why teenagers take risks"? The pack also explains the 'grooming process' and the effects that this can have on relationships and gives tips on how parents and carers can enable children to be safe online and when using mobile phones and other internet enabled technology.
- 2.56 Work in relation to Non-Recent Sexual Exploitation:**
- In this report the term "non recent sexual exploitation" is used to describe investigations into cases that may have occurred more than one year and one day prior to the investigation commencing. Such cases are sometimes referred to as "historical". It is acknowledged that while offences may be "non-recent" the consequences for the victim are current and on-going. An integral part of the District's response to non-recent sexual exploitation is the work of social workers, health staff and other providers of therapeutic services to assist survivors in dealing with the consequences of the abuse that they have suffered.
- 2.57 West Yorkshire Police and Bradford Council have developed a partnership response to the issue of historic CSE concerns. A specialist team has been established, known as "Operation Dalesway", set up in October 2014. Currently this consists of a police inspector, two Detective Sergeants, six Detective Constables,



eleven civilian investigators, two police analytical officers, two police Prosecution Team Officers, two social workers (one children's services specialist and one adult services specialist) and a council researcher. Staffing levels for this service are being kept under review. The service has clear terms of reference which have been agreed by partner organisations.

- 2.58 There are 12 ongoing investigations. 10 of the victims are previously looked after children. 28 arrests have been carried out and 18 people are on bail. The Crown Prosecution Service is conducting reviews on a number of these cases. 127 potential victims have been identified and interviewed. A number have made allegations of sexual and physical assault. Whilst some of the suspects are confirmed dead, 2 have been arrested and are on bail for sexual offences. The enquiry team is taking steps to identify and trace other suspects.

### **3. OTHER CONSIDERATIONS**

- 3.1 There are no other considerations.

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

- 4.1 The CSE cases requiring social work allocation are included in the normal case loads for social workers working in the Children Specialist Services. The Council spends £19m on children's social workers per annum. In addition to spend on social work teams, Children Services currently spends approximately £2.9m on children prevention and support services. Children Services has made resources available from within existing budgets by allocating a team manager, social workers, and a community resource worker work within the CSE multi agency Hub.
- 4.2 When looked after children at risk of CSE require specialist provision this is purchased at a weekly cost of £2000 per week for a residential bed (£104,000 a year), rising to £5000 per week (£260,000 per annum) for a secure placement. There are approximately 10-15 young people who require this specialist resource at any given time.
- 4.3 Bradford Safeguarding Children Board (BSCB) sets the procedural framework for all partnership work to keep children safe in the District. This includes keeping children safe from CSE. In addition to this statutory duty, BSCB also has statutory responsibility for ensuring that staff receive multi-agency training to support them in their work, and has statutory responsibility for ensuring that agencies are held to account for their work and that there is a learning and improvement framework in place to ensure that serious case reviews and other challenge and learning processes are effective. A further statutory responsibility is the conduct of a multiagency review of every child death in the District, carried out by the Child Death Overview Panel. In addition, BSCB plays a role in supporting and planning innovative partnership responses to safeguarding children challenges, such as the establishment of the multi-agency CSE Hub.
- 4.4 The staffing resource for BSCB is:
- Manager



- Administrator
- Learning and development coordinator
- Learning and development administrator
- Performance and information officer
- Child death reviews manager
- Safeguarding in faith settings worker
- Child Accident reduction coordinator (part time).

In addition, BSCB currently employs an interim deputy manager pending recruitment of a permanent post holder.

4.5 The BSCB staffing and operational funding is provided by a pooled budget totalling £388,840 and a small income generated by charging commercial organisations for safeguarding training. The contributors to this pooled budget are:

- Bradford Council Children's Services £217,700
- Health £148,350
- Police £17,535
- Probation £4,690
- Cafcass £550

4.6 The Council and Bradford Safeguarding Children Board have been successful in securing some additional funding from the West Yorkshire Police and Crime Commissioner to strengthen the District's response to CSE:

- In March 2016 Bradford Council appointed a full time information and data analysis officer to work within the Hub. The first 18 months of this appointment are funded by the Office of the West Yorkshire Police and Crime Commissioner. At the conclusion of this initial funding agreement, it is expected that the local authority will take steps to continue the funding of this post from base budget.
- The PCC provided funding for further preventative work in schools which in Bradford was used to develop and tour a primary school play regarding CSE and related issues of child safety, as described in paragraphs 2.28 – 2.29, above.

4.7 Successful applications to the Community Safety Fund (a fund which is delegated to each West Yorkshire local authority area by the Office of the Police and Crime Commissioner) support the work of:

- The Barnardo's Night Time Economy Worker;
- The Fragile project work with men and boys.

## 5. RISK MANAGEMENT AND GOVERNANCE ISSUES

5.1 The protection of children and vulnerable adults is the highest priority for the Council and its partners when considering the implications of CSE, as is the provision of services to support those who are victims of this abuse. Failure to protect and provide appropriate services significantly increases the risk to children in the District. It would also lead to significantly reduced public confidence in Bradford Council, West Yorkshire Police and other partners, as has been



demonstrated in some other Districts.

- 5.2 Failure to implement the proposed recommendations may increase these risks

## **6. LEGAL APPRAISAL**

- 6.1 The report has been considered by the office of the City Solicitor and there are no identified legal issues to highlight.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

- 7.2 Child sexual exploitation (CSE) is a crime committed by predominantly male perpetrators from all different racial backgrounds. Victims of CSE also come from all backgrounds and ethnicities. Nevertheless, local experience and national research indicates that recognised victims and perpetrators do not necessarily reflect the gender ethnicity and other characteristics of the District's population.

- 7.3 18% of the identified children experiencing or at risk of CSE in the Bradford District during 2015/16 were male. There is considerable national research to suggest that this is an under-representation. Services in Bradford work closely with Blast to deliver training and to challenge perceptions and practices that might make it less likely that a boy would be recognised as at risk of CSE compared to a girl.

- 7.4 Some steps to address the under-representation of BEM children among those referred to the Hub are addressed in paragraphs 2.31 – 2.34, above. Analysis of cases open to the Hub on 29<sup>th</sup> March 2016 (see appendix 1) shows that 68% of open cases were of white British heritage, while 12% were of Asian heritage. Compared to the District's under 18 population, this represents an over representation of white British children and an under representation of Asian children.

- 7.5 The tactical overview contained in appendix 1 does not provide a full breakdown of the ethnicity of CSE offenders and suspects. The CSE Hub intelligence Officer will work with West Yorkshire Police and Court Services to try to ensure that such a breakdown is available for future reports. Public records demonstrate that there is an over-representation of men of Asian origin among those prosecuted for "street grooming" offences related to CSE. Research, such as that undertaken by the Office of the Children's Commissioner, also reports this over representation: "Inquiry into Child Sexual Exploitation by Gangs and Groups" (3 reports and 3 additional documents, Office of the Children's commissioner for England, 20122 – 2013) <http://www.childrenscommissioner.gov.uk/info/csegg1>

### **7.6 SUSTAINABILITY IMPLICATIONS**

None.



## 7.7 GREENHOUSE GAS EMISSIONS IMPACTS

None.

## 7.8 COMMUNITY SAFETY IMPLICATIONS

7.8.1 Child Sexual Exploitation (CSE) is violent criminal activity. The consequences of CSE can be long-standing for the victim and there is growing research evidence that victims of CSE are themselves over-represented among young people coming to the attention of police services as potential offenders. In addition, CSE has lasting consequences for families of victims and perpetrators and has potential implications for community relations.

7.8.2 The Community Safety Partnership (CSP) has received a presentation about CSE delivered by the BSCB CSE Champion and the Assistant Director for Specialist Children's Services. The CSP is currently considering options pass porting Police and Crime Commissioner funding to 6 key priorities, including CSE. BSCB is the lead organisation for developing these options in conjunction with the CSP.

## 7.9 HUMAN RIGHTS ACT

7.9.1 Child Sexual Exploitation is a violation of the rights of the child under the Human Rights Act. The arrangements made by the Council and its partners are intended to prevent the rights of the child being violated in this way.

## 7.10 TRADE UNION

There are no implications for Trade Unions.

## 7.11 WARD IMPLICATIONS

7.11.1 It was recommended that each Area Committee receives an update report regarding CSE in the next 6 months. This is the report for Bradford East.

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

None.



## 8. NOT FOR PUBLICATION DOCUMENTS

None.

## 9. OPTIONS

This report is tabled for information and discussion.

## 10. RECOMMENDATIONS

- The East Area Committee is invited to note the contents of this report.
- The East Area Committee is invited to consider ways in which CSE can be tackled at a local level

## 11. APPENDICES

- Appendix 1: “CSE in Bradford East – Data and Statistics prepared by Danielle Williams, Bradford CSE Hub Intelligence Officer.

## 12. BACKGROUND DOCUMENTS

- “Safeguarding Children and Young People from Sexual Exploitation, supplementary guidance to Working Together to Safeguard Children” (DCSF 2009)  
[http://westyorkscb.proceduresonline.com/pdfs/dcsf\\_safegch\\_yp\\_sex\\_exp.pdf](http://westyorkscb.proceduresonline.com/pdfs/dcsf_safegch_yp_sex_exp.pdf)
- “The Independent Inquiry into Child Sexual Abuse”: <https://www.iicsa.org.uk/>
- “Unheard Voices – Sexual Exploitation of Asian girls and young women”; author – Shaista Gohir; published by Muslim Women’s Network UK (2013).
- “Inquiry into Child Sexual Exploitation by Gangs and Groups” (3 reports and 3 additional documents, Office of the Children’s commissioner for England, 2012 – 2013) <http://www.childrenscommissioner.gov.uk/info/csegg1>
- Autumn SCR [http://www.bradford-scb.org.uk/scr\\_autumn.htm](http://www.bradford-scb.org.uk/scr_autumn.htm)



# Appendix 1

## The CSE Hub – Data and Statistics

Provided by Danielle Williams, Intelligence Officer, Bradford CSE Hub

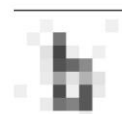
### Data sources

Several datasets have been used to compile this data. The Strategic Overview section uses data gathered from LCS, the database used by Children’s Social Care. This dataset contains all CSE episodes that have been open at some point between 1<sup>st</sup> April 2015 and 31<sup>st</sup> March 2016 to give a strategic overview of all referrals to the CSE Hub. The tactical dataset is a list of all open cases to the CSE Hub on the 29<sup>th</sup> March 2016 to give a tactical perspective to the same time period. This is necessary because the dataset is constantly changing on a daily basis as new children are referred in or are closed to the Hub once their risks have been reduced. A crime dataset is taken from West Yorkshire Police’s crime recording system and contains all sexual offences committed against a victim who was under the age of 18 at the time of the offence and was committed between 1<sup>st</sup> April 2015 and the 31<sup>st</sup> May 2016.

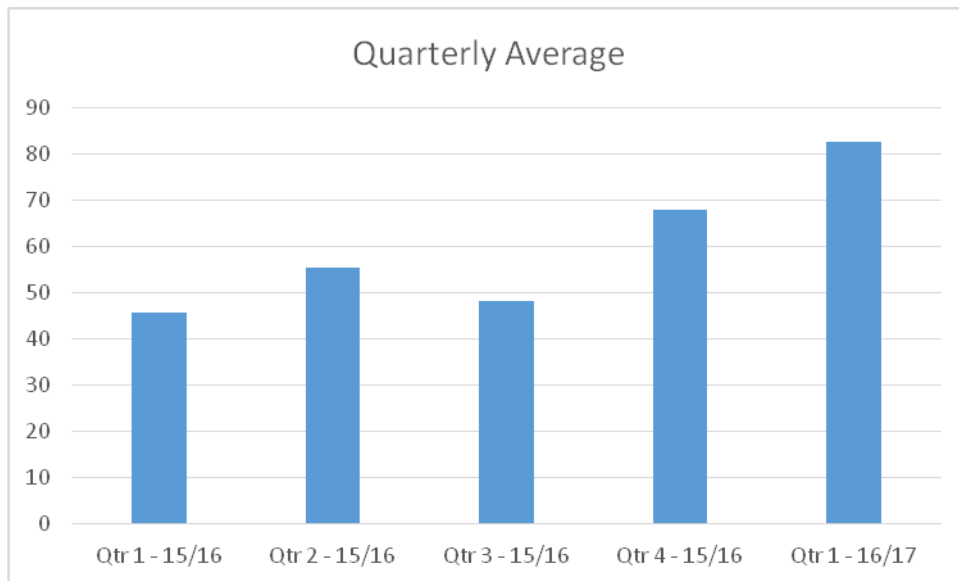
### Strategic Overview

When a concern is raised with the CSE Hub that a child may be involved in child sexual exploitation a “CSE Episode” is created on LCS by Children’s Social Care. The partnership then research each of their systems to gather as much information about the child as possible and this is then discussed at the daily CSE Meeting. This meeting assesses the information and decides whether there is a CSE risk to that child. Each of these discussions, no matter what the outcome, is recorded on LCS by way of a CSE Episode. This will then show that a referral has been made even though in some cases the partnership may consider that there is no CSE risk to a particular child. The raised awareness of CSE within the professional environment and the “know the signs” public campaign, which is a CSE public information campaign delivered by West Yorkshire Police with the support of all five West Yorkshire Local Safeguarding Children Boards, has resulted in a much better awareness of CSE and this has increased the number of referrals being made.

Over the 2015/16 financial year there were 713 cases dealt with by the CSE Hub. Of these 63 were already open on the 1<sup>st</sup> April and were ongoing cases at that time. Of these referrals 217 (30%) were not identified as at risk of CSE at the time of the referral. There were 569 individual children referred to the CSE Hub and 106 of these children were referred on more than one occasion. A child may have been referred more than once for many different reasons. For example, a child might be referred and at that time may not be considered to be at risk of CSE. The information and the rationale for the decision as to their risk level will be recorded on the database. However, at a later date more information may come to light about that same child triggering a second CSE episode. If at this point the child is considered to be at risk of CSE the episode will remain open and all interventions to reduce the risk will be recorded on the CSE episode. Each case will be regularly reviewed and any changes of risk level are discussed at a multi-agency meeting each Thursday.



The Report of the Strategic Director of Children’s Services to the meeting of Council Executive held on the 15<sup>th</sup> September 2015 on the subject of the arrangements by the council and its partners to tackle child sexual exploitation states that between 1<sup>st</sup> April 2014 and 31<sup>st</sup> March 2015 there were a total of 431 referrals to the CSE Hub. In the following 12 months there were 713 which is an increase of 65%. Last year’s report stated that if the trend from the first four months of the 2015/16 year continued there would be an increase of 29% over the year. In the 2014/15 year there was an average of 36 referrals per month but in the year 2015/16 there was an average of 54 referrals per month. An analysis of the referrals made by quarter shows an ever increasing rate of referrals to the CSE Hub as shown in the chart below.



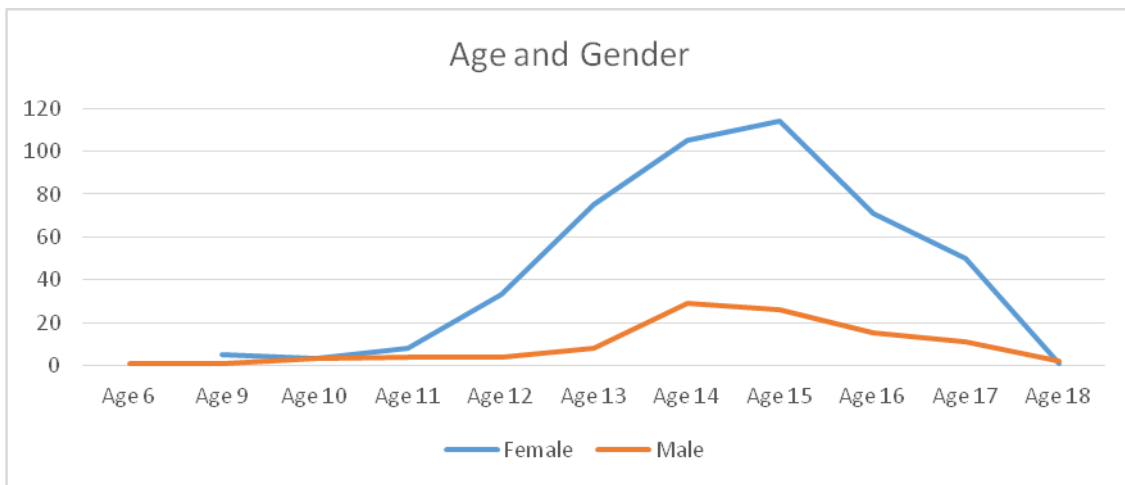
**Individuals Referred**

Of the referrals made to the CSE Hub 18% were for male children and 82% were female. This shows that the risk of CSE is being recognised for male children in Bradford despite the many barriers to identification of male victims. Our partners from BLAST point out that many boys would much rather be seen as, and categorised by statutory agencies as, being involved in crime, drugs and anti-social behaviour than as a victim of child sexual exploitation. The dataset has been drawn from the children’s social care system but the gender split for children who are recorded as victims of CSE Crimes gives a different picture. From the crime dataset it is possible to say that only 8% of the victims of CSE crimes are male. This shows that whilst male children might not be disclosing offences committed against them the risk to them is still being identified and offered support. The same gender split is seen in adult victims of crime. During the same time period 9% of adult victims of reported sexual crimes were male.

The peak age for referrals is 14 and 15 years old and there is little gender difference. The peak age for females is 15 and for males it is 14.







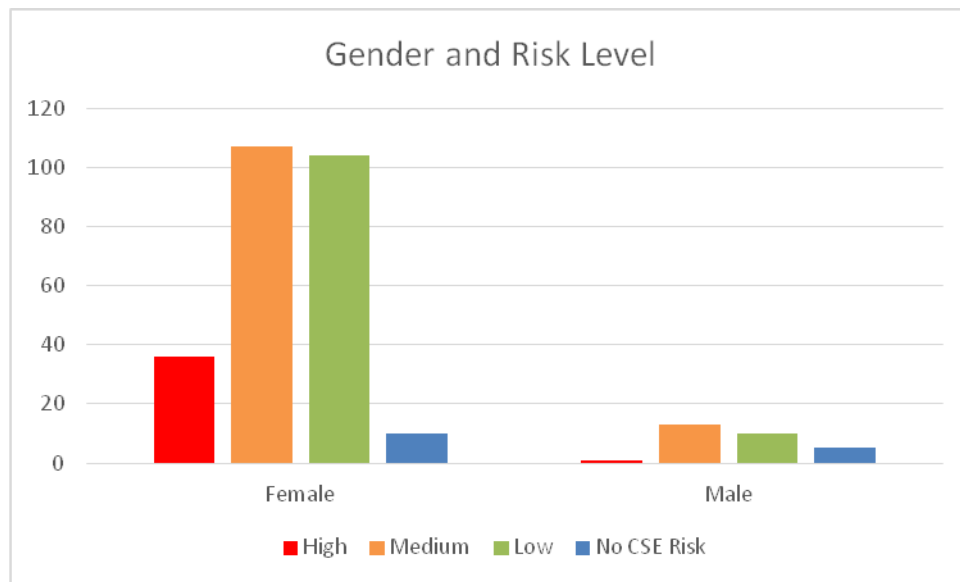
## Tactical Overview

Of the referrals made above there are 288 children who were open to the CSE Hub on the 29<sup>th</sup> March 2016. Open cases change on a daily basis so this dataset represents the number of cases on that specific day. Each day there is a morning CSE Hub meeting where new assessments, missing from homes and new intelligence are discussed by all partners. This is an effective way of data sharing and ensures that all staff are aware of new intelligence. For risk assessments this means that information from all partners can be discussed and a rounded view of the risk to each child is obtained. For each child that is discussed a CSE Episode is opened on the children's social care system LCS. The notes from the discussion are recorded and the risk level recorded. Where a child is not considered to be at risk of CSE the episode will be closed straight away. The assessment process gathers a wealth of information about a child and may identify other risks for which the appropriate referral will be made. An assessment of No CSE Risk does not mean that a child has no risks at all, just that the risks identified are not CSE risks specifically.

On this date there were 288 open cases in the CSE Hub. Of these 13% were considered to be at High Risk, 42% were considered Medium Risk and 40% were Low Risk. A further 5% were assessed and considered not to be at risk of Child Sexual Exploitation.

At this time 10% of open cases were male children and of these 41% were considered medium risk and 39% were low risk. Only one male child was considered to be a high risk of CSE. As can be seen from the chart below there are some cases where the risk level is not set.





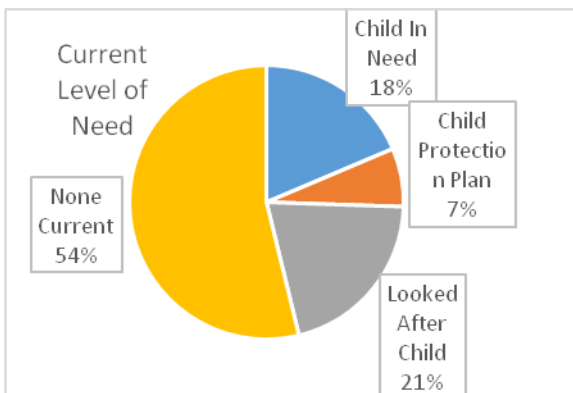
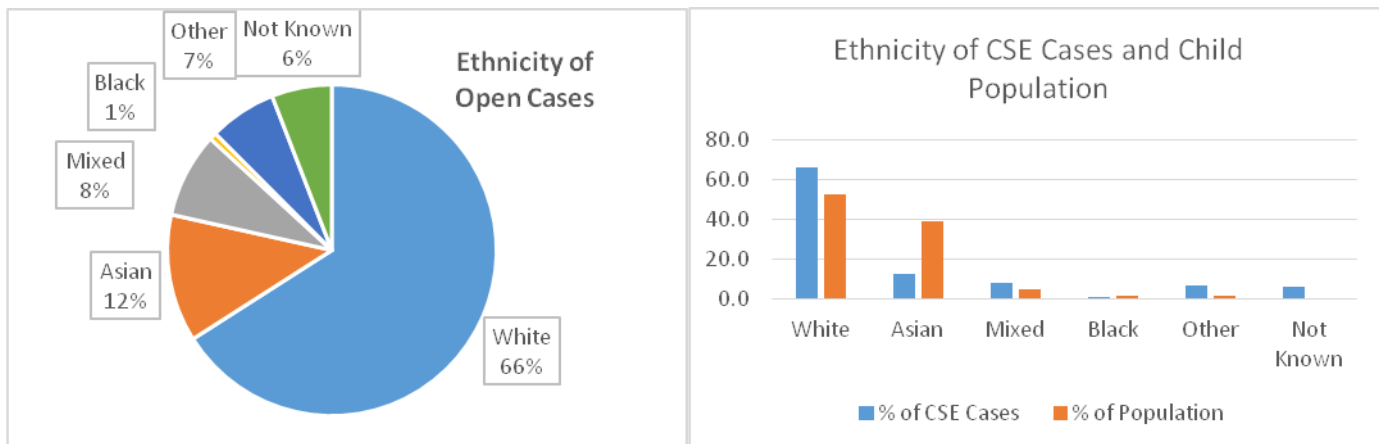
When a risk level is set a review date is also set dependent on the level of risk. Higher risk cases are reviewed more regularly than lower risk children. Risk levels are also reviewed if new information comes to light or there is a significant event in a child's life that could change their risk level. As such, risk levels are fluid. A second dataset of cases open to the CSE Hub on the 1<sup>st</sup> August 2016 has been obtained and the current risk level looked up. This shows that for 71% of the children open on the 29<sup>th</sup> March the risk level remains unchanged. Of the 288 children, 21% have had their risk level decreased over the following four months and 8% of the children have seen their risk level increased. There are 49 children who are now no longer open to the CSE Hub suggesting their risks have now been mitigated. Of the 37 high risk cases ten have had their risk reduced, 8 to medium and two have been closed to the CSE Hub. Ten of the children who were Medium on the 29<sup>th</sup> March are now considered high risk and 12 children have had their risk level increased from Low risk.

<b>Changes in Risk Levels</b>		<b>Risk Level 1st August 2016</b>				<b>Grand Total</b>
		<b>1. High</b>	<b>2. Medium</b>	<b>3. Low</b>	<b>4. Closed</b>	
<b>Risk Level 29th March 2016</b>	<b>1. High</b>	27	8		2	37
	<b>2. Medium</b>	10	80	20	10	120
	<b>3. Low</b>	4	8	81	21	114
	<b>4. No CSE Risk</b>			1	16	17
	<b>Grand Total</b>	<b>41</b>	<b>96</b>	<b>102</b>	<b>49</b>	<b>288</b>

The child population of Bradford is ethnically diverse. 53% of the child population is classified as White in the 2011 Census and 39% as Asian. Five percent of the child population is of mixed heritage and very small percentages are classed as Other or Black. The ethnicity of children open to the CSE Hub shows that 66% are White, 12% are Asian and 8% are Mixed Heritage children. However, within the children open to the CSE Hub there is an element of unknown ethnicity which is not present in the Census data. The 7% of children classed as "Other" consist of 17 children who are classed as Gypsy/Roma and



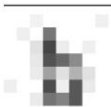
two other children who are simply classed as Other with no further ethnicity descriptors. Only 1.7% of the child population of Bradford is classed as Other in the 2011 census so this group is over represented in the cohort of open CSE cases. At present there is not enough data to understand why there might be this discrepancy between the ethnicity of the child population of Bradford and the ethnicity of the cases open to the Hub. Going forward there increasing is emphasis on the voice of the child and part of this will consider the best way to engage with children at risk of CSE and hopefully inform how engagement with hard to reach communities can improve.



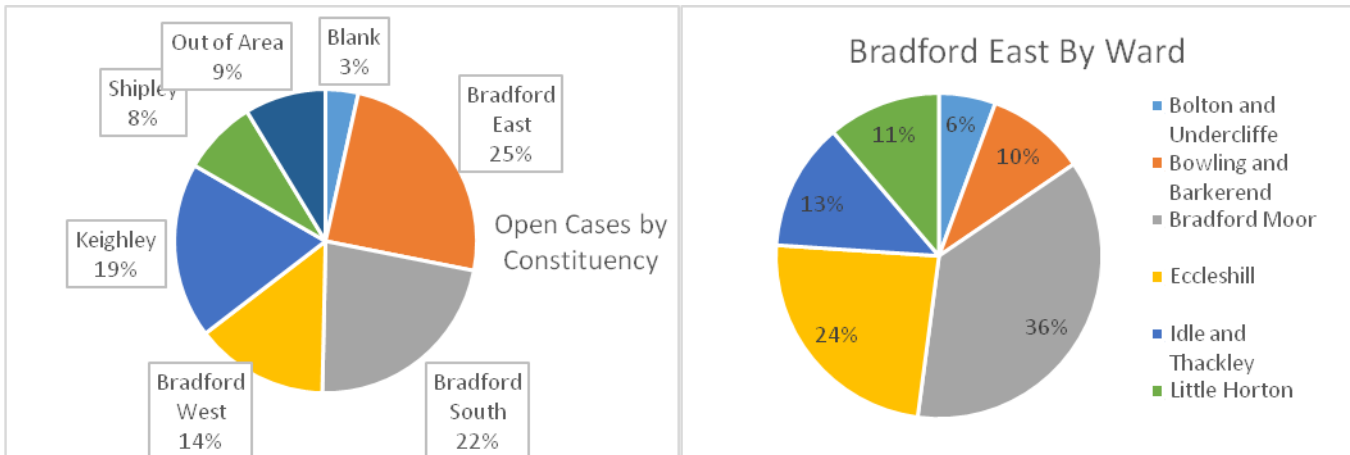
The data contains information on each child that states whether they are currently, have been previously, or have never been a child in need, subject to a child protection plan or looked after. Almost 50% of the children open to the CSE Hub on the 29<sup>th</sup> March 2016 are identified as currently either child in need, subject to a child protection plan or are looked after children. There are 96 children (32%) who have never been classified as a child in need, been subject to a CP Plan or been a looked after child. Of these 96 children one is considered High Risk of CSE, 38 are considered Medium Risk and 46 are Low risk, 11 were found not

to be at risk of CSE. The high risk child was not CIN, CP or LAC at the time of the referral into the CSE Hub but the level of risk identified during this referral initiated a full assessment that did result in the child exceeding the threshold for children’s social care. All the medium risk cases that did not meet the threshold for CIN, CP or LAC have been referred on to our partners in Turnaround, Hand in Hand or BLAST. Within the dataset there are 37 children considered as High Risk of CSE and of these 21 (56%) are currently looked after children, a further two were previously looked after. Six of the high risk children are subject to a child protection plan and nine are classified as children in need.

Using the home postcode of the children open to the CSE Hub it can be shown that 25% of the open cases live in the Bradford East constituency. The graph below shows that there are 9% of children who are in out of area placements. These are all children who are looked after by Bradford Children’s Social Care but have been placed outside of the district. All of these children are at high risk of CSE. There are also 3% of records that are Blank in the constituency field. These are all children that have records that are confidential



on LCS.



A list of wards that contain more than ten children and their risk level is produced below. There are children at risk of CSE in all wards across Bradford but to prevent children being identified the numbers have not been included here.

Ward	High	Medium	Low	No CSE Risk	Total	%
Bradford Moor		17	8	1	26	9.03
Out of Area	13	2	7	3	25	8.68
Keighley West		8	10	1	19	6.60
Tong	1	11	6		18	6.25
Eccleshill	3	6	7	1	17	5.90
Royds	1	4	6	2	13	4.51
Wyke	2	4	4	2	12	4.17
Clayton and Fairweather Green	1	5	6		12	4.17
Wibsey		6	4		10	3.47
Great Horton	1	3	5	1	10	3.47
Keighley Central		4	5	1	10	3.47

## Child Sexual Exploitation Crimes

Between the 1<sup>st</sup> April 2015 and the 31<sup>st</sup> March 2016 there were 531 sexual offences committed in Bradford against children who were under the age of 18 at the time the offence was committed. Of these crimes 109 (20%) were recorded as child sexual exploitation crimes.

The Home Office sets out National Crime Recording Standards for crimes to ensure that all police forces are working to the same definitions of offences and this allows national data to be gathered and forced compared. Each crime type is given a Home Office Code that describes the type of offence. For example, a dwelling burglary is classified under Home Office Code 28 and a burglary in a building other than a dwelling is classified as a



Home Office Code 30. As such sexual offences have many Home Office Codes depending on the offence committed. There is no single Home Office code for child sexual exploitation because a CSE offence might be classified as many different offences depending on the circumstances of the offence. West Yorkshire Police have had to devise a way of identifying if a crime is a CSE offence and have implemented a tagging system whereby a “child sex exploitation” tag can be added to a crime within the Hate Crime Classification field of the database.

### **Crime Outcomes, Offenders and Suspects**

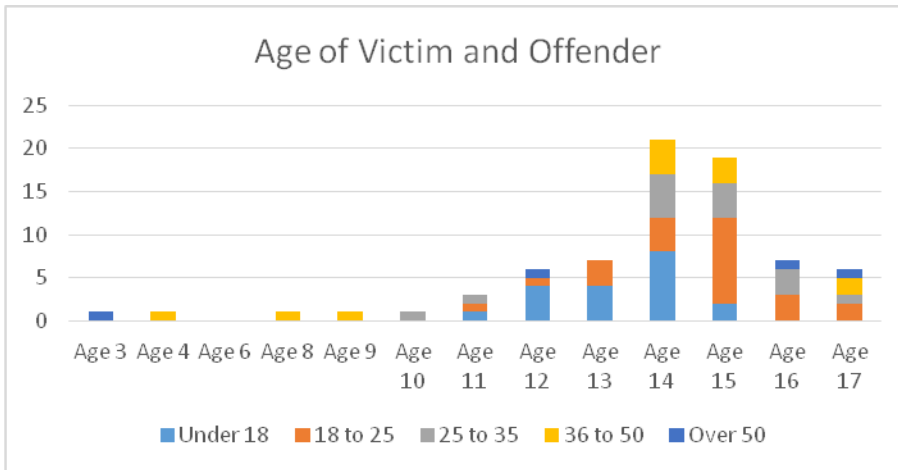
There are 41 (38%) CSE Crimes that are still being investigated and 66 (60%) that are finalised. Of these 109 offences there are 75 (69%) where an offender or suspect has been identified for the offence. There are 103 suspects identified as linked to 75 crimes within this dataset which means that there are 16 crimes that have more than one suspect linked to them. There are 8 offences with two suspects linked to them, seven with three suspects linked to them and one where there are seven suspects linked to the crime. There are only 14 offences where the investigation has been completed and no suspect has been identified.

Outcome	Total	%
10 POLICE NFA PUBLIC INTEREST	2	1.8
14 SUSPECT NOT ID - VICTIM DECLINES OR UNABLE	5	4.6
15A POLICE DECISION - SUSPECT ID - EVIDENTIAL DIFFICULTIES	25	22.9
16 SUSPECT ID - VICTIM REFUSES TO SUPPORT PROSECUTION	12	11.0
18 NO SUSPECT ID - INVESTIGATION COMPLETE	14	12.8
1A CHARGED	7	6.4
8B COMMUNITY RESOLUTION WITHOUT RESTORATIVE JUSTICE	1	0.9
NB NO CRIME	2	1.8
NEW	41	37.6
<b>Grand Total</b>	<b>109</b>	

Where an offender has been charged it is not possible to state whether they were convicted as court as the Police do not hold this information. The role of the police is to gather evidence and bring a suspect to court to face justice. It is the role of the Crown Prosecution Service to prove that the suspect is guilty of the crime they are accused of committing. Questions regarding conviction rates for any offences should be directed at the Crown Prosecution Service or Her Majesty’s Courts Service.

In terms of age the majority (78%) of offenders were under the age of 36 and almost 60% were under the age of 25. The offenders who were under the age of 25 offended against children who were between 11 and 17 years old. One quarter of identified offenders were under the age of 18 and the victims for this age group were between 11 and 15 years of age. This suggests that the younger the victim the older the offender and that when children are in their teenage years are being offended against by offenders who are under the age of 35.





NB The age along the X axis is the age of the victim, the Y axis is the number of cases and the bars show the age of the offender.

There are five female offenders within this dataset but three of these crimes involve two underage parties sharing indecent images of

children (themselves) with other children. When this occurs crime recording rules dictate that two crimes must be recorded to show both children equally as victims and offenders. Another crime with a female offender crime relates to sexual intercourse between an 18 year old female and a 14 year old male who were in an age inappropriate relationship.

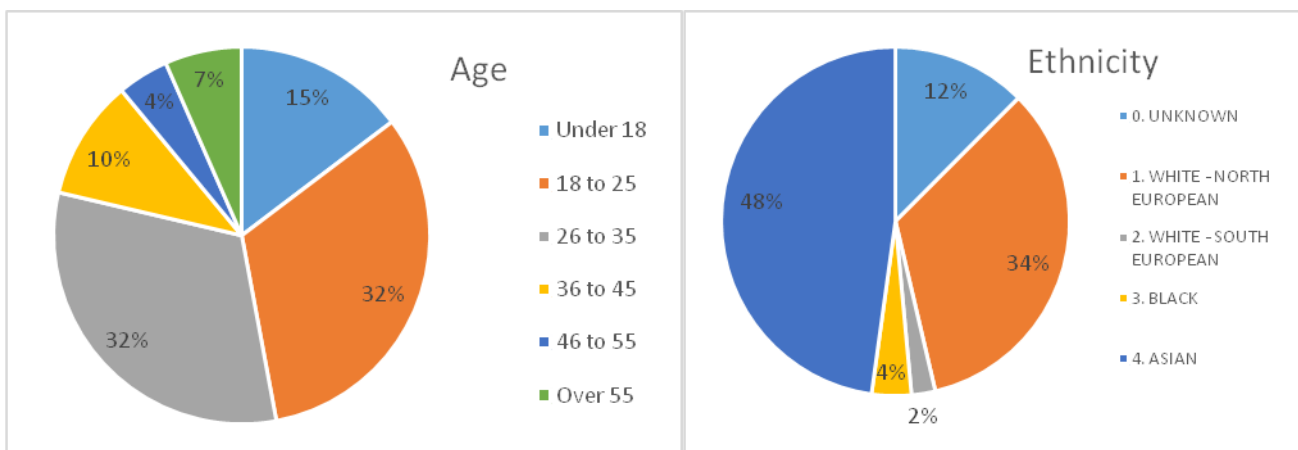
## Suspect Management

Within the CSE Hub there is a dedicated police officer who is tasked with management of suspected perpetrators of CSE. When information is received into the Hub that someone may be involved in perpetrating CSE the information is evaluated and a risk assessment of the individual is made based on all information held on the individual by all member of the partnership. The risk that person presents is categorised as either high, medium, low or unsubstantiated and actions are undertaken that are proportionate given the risk level which is reviewed on a regular basis. Between 1<sup>st</sup> July 2015 and 30<sup>th</sup> June 2016 there were 135 CSE suspect management occurrences created on Niche and of these 126 were under investigation at the end of the same date period.

Those suspects with a higher level of risk are most intensively managed and there is a team of officers tasked with visiting and monitoring offenders. The priority with high risk suspects is always to collect evidence to prosecute that individual or to use civil orders to curtail that person's offending behaviour. Medium and lower risk suspects are visited by officers and issued with a warning letter to say that they are being monitored by the police and follow up visits are undertaken to identify disruption opportunities and to engage the suspect in order to better understand the risk they present. It is important to build relationships with offenders so that officers can better assess their risk by exploring the intelligence that has been received. In some cases visits have resulted in a suspect's risk being reduced and in others has resulted in their risk being heightened.

In line with what is known from the crime dataset, almost 80% the suspect management occurrences relate to suspects who are aged 35 or younger and just over ten per cent are older than 45. Fifteen per cent of suspects are under the age of 18 and therefore are children themselves. There are 11 female suspects that are currently being managed, accounting for 8% of the total. In terms of ethnicity 48% of suspects have their ethnicity recorded as Asian and 36% have their ethnicity recorded as White. In 12% of cases the ethnicity is not recorded.





## Locations of Concern

There are generally three types of locations that cause concern around CSE. Those that are vulnerable to CSE because they are places where people, including children, naturally congregate and socialise and those where the custodians of the premises may be unknowing of the signs of CSE and this may make their premises vulnerable to perpetrators using their facilities to perpetrate crimes. There are also those where the custodians of the premises are criminally complicit in the commission of CSE offences. The police aim to work in partnership with businesses to improve their understanding of the signs of CSE and give advice on actions they can take to improve the safeguarding of children within their premises. This is to ensure that businesses are run lawfully and safely and that children in the district can enjoy leisure activities in a safe environment.

The CSE Problem Solver works closely with Barnardo's to deliver the NightWatch scheme to businesses that operate within the night time economy. This programme is a training package delivered by Barnardo's with police support to all the staff who work in the premises. The objectives are to give the participants the knowledge to recognise the signs of CSE and understand how to report their concerns and safeguard children using their premises. The programme has been delivered to hotels, bars and snooker halls within the Bradford district.

Where there are concerns that a business may be facilitating the commission of CSE within their premises every legislative or regulatory opportunity is taken to reduce the risk and enforce better practices. Examples of this are extensive work undertaken with several hotels to increase their knowledge of the signs of CSE, improve their processes to ensure they know who is staying in each room and that identification is requested and copied for each person staying.



# CSE in Bradford East

Danielle Williams, Intelligence Officer, CSE Hub

## Introduction

Child Sexual Exploitation is a local and national priority and involves the sexual abuse of children. It is happening throughout the United Kingdom and the response in Bradford is co-ordinated through the CSE Hub based at Sir Henry Mitchell House. The CSE Hub is a multi-agency team comprised of social workers, police officers, a dedicated nurse and Barnardo’s Turnaround staff. Any child thought to be at risk of child sexual exploitation is assessed using the West Yorkshire CSE Risk Assessment tool and their risk is categorised as either high, medium or low.

<b>High Risk</b>	<b>Indicators /Assessment /Evidence /disclosure, suggests that the child is assessed to be involved in high risk situations or relationships and is at immediate risk of, or is experiencing sexual exploitation. (They may not recognise this)</b>
<b>Medium Risk</b>	The assessment indicates that the child is vulnerable to being sexually exploited but that there are no immediate or urgent safeguarding concerns. There is evidence the child may be a risk of opportunistic abuse, or is being targeted or groomed. The child may experience protective factors, but circumstances and behaviours place them at risk of sexual exploitation.
<b>Low Risk</b>	The indicators and assessment raise some concerns that the child is at risk of sexual exploitation and there are concerns that the child is at risk of being targeted or groomed, but there are positive protective factors in the child’s life that mean they are not currently being abused.

At present there are 359 children who are being managed by the CSE Hub. Of these children 14% are considered to be High Risk, 31% are considered Medium Risk and 56% are Low Risk. A child that is at high risk of CSE will have an allocated social worker, an allocated police officer, a specialist health nurse and a support worker from either Barnardo’s Turnaround, Hand in Hand or Blast.

## Know the Signs

The West Yorkshire awareness raising campaign in relation to CSE is called Know the Signs and documentations can be found on the West Yorkshire Police website. There are many behaviours that are considered to be signs that a child may be experiencing child sexual exploitation. Children will be groomed by offenders so that the offender can control the victim to prevent them from disclosing their abuse. Some offenders may manipulate the child into thinking that they are in a loving relationship so the child does not recognise that the situation they are in is abusive. Therefore it is imperative that professionals know the signs and can made referrals to the CSE Hub as victims may not recognise or be able to disclose that they are being abused. Perpetrators of CSE purposely isolate the child by eroding relationships with protective persons in a child life, like family, friends, and





professionals.

Some of the visible signs include:

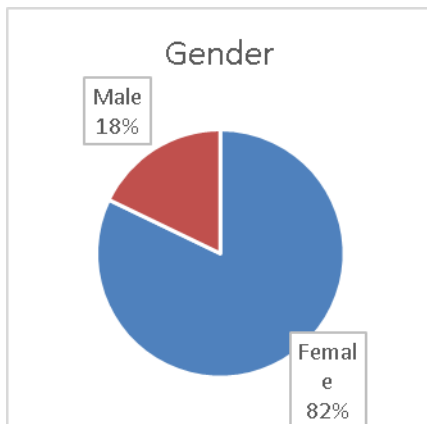
- Regularly missing from home or school and staying out all night
- Change in behaviour – becoming aggressive and disruptive or quiet and withdrawn.
- Unexplained gifts or new possessions such as clothes, jewellery, mobile phones or money that can't be accounted for.
- Increase in mobile phone use or secretive use
- Appearing to be under the influence of drugs or alcohol
- Being picked up or dropped off in cars by unknown adults
- A controlling romantic partner or 'friend' or lots of new friends
- Spending excessive amount of time online and becoming increasingly secretive about time spent online
- Sudden involvement in criminal behaviour or increased offending
- Sexual health problems

Whilst many of these behaviours may be normal teenage behaviour it is important to consider whether they are also signs that the child is experiencing sexual abuse.

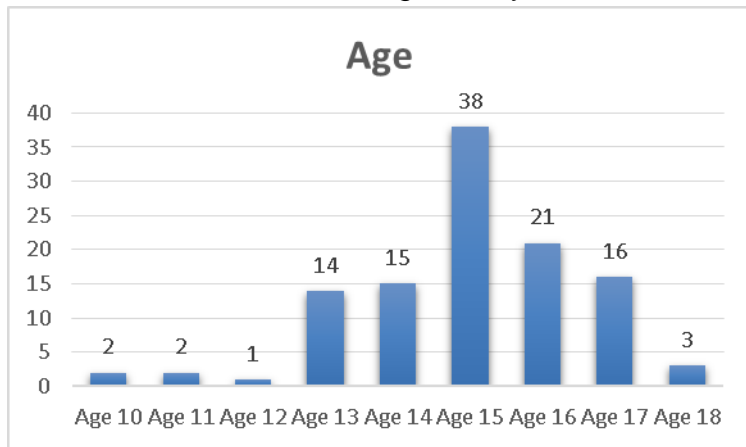
## Children at Risk in Bradford East

There are currently 112 children that are open to the CSE Hub that are considered to be at risk of child sexual exploitation and live in Bradford East. Of these children 12% (n=14) are considered to be at high risk of child sexual exploitation, 35% are considered medium

risk and 53% are considered to be low risk. Almost 20% of children at risk of CSE in Bradford East are male and the signs that a child is being exploited are the same irrespective of gender. However, there are barriers to identifying CSE in boys due to common stereotypes around what is considered normal male behaviour. Societal norms around male masculinity and sexuality are also a barrier to boys reporting sexual abuse. In many cases a boy would rather be thought of as involved in anti-social behaviour or criminal activity rather than as a victim of sexual abuse.



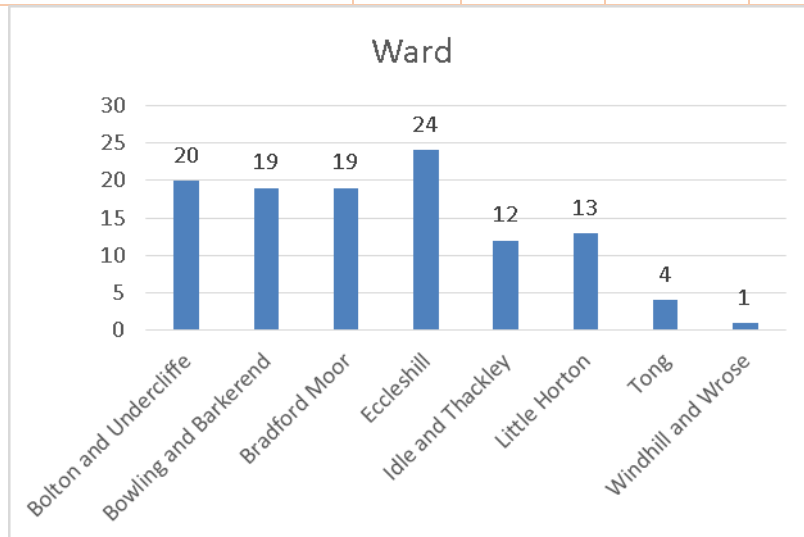
Children at risk of CSE are generally children in their teenage years and the age range of children at risk in Bradford East ranges from 10 to 18 years old.



When a child turns 18 that does not mean that they are no longer at risk of sexual exploitation. There are still some hub managed individuals that have attained their 18<sup>th</sup> birthday but still require support. The effects of child sexual exploitation last a lifetime and vulnerability does not end at a certain age. There are 38 children aged 15 who are at risk of CSE in Bradford East and of these

only five are considered to be high risk. The majority, 20, are considered low risk. The children shown on the chart as age 10, 11 and 12 are low risk except for two high risk children. Of the nine children who are aged 13, one is high risk and two are medium risk. The ward area with the highest number of children at risk of CSE is Eccleshill where there are 24 children identified.

Ward	High	Medium	Low	Grand Total
Bolton and Undercliffe	2	10	8	20
Bowling and Barkerend	1	6	12	19
Bradford Moor	4	8	7	19
Eccleshill	3	6	15	24
Idle and Thackley	1	3	8	12
Little Horton	2	4	7	13
Tong	1	1	2	4
Windhill and Wrose		1		1
<b>Grand Total</b>	<b>14</b>	<b>39</b>	<b>58</b>	<b>112</b>



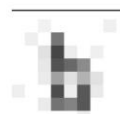
## **The role of professionals in the community**

People who live or work in a specific community will have a good knowledge of daily life in that community. They will know where is popular for children to hang out, they will understand friendship groups and are in a perfect position to spot the signs of CSE. Community intelligence is key to tackling CSE. If the community can feed information into the CSE Hub we can build a picture of what is happening in a community and look at options to problem solve. As has been noted the majority of children at risk in Bradford East are at low risk, which means that they may have some vulnerabilities but they are not currently being exploited. Early intervention can prevent these children's vulnerabilities increasing and prevent them from becoming medium or high risk. Youth workers are particularly well placed to spot the signs and provide early intervention. In the case of low risk children it may be that they are having problems at home due to a family separation and they have begun to go missing for home and are hanging around with other children who may be dabbling in smoking, drinking or mild cannabis use. These things have the potential to escalate but a youth worker can provide support and advice to a child that may assist in keeping them safe. As children become more isolated, their risk increases, so if a youth worker can become that child's trusted adult they can be the anchor that may prevent an escalation in risk.

## **How to report concerns**

If you are dealing with a child and something feels wrong report it. The general rule of thumb is that if it doesn't feel right, it probably isn't. You might only have a small piece of a jigsaw but when put together with information from other agencies this can build a picture of what is happening to a child. If you feel that there is an immediate risk to the child, call 999 but if it is more like a bad feeling about something not being quite right you can submit this information through the forms on the BSCB website. If you go to the child sexual exploitation page there are two ways to submit information. One is the information report through which you can submit any information about CSE. For example, you may have information regarding a house that is always hosting parties or another location of concern. If you have specific concerns about a particular child then there is the CSE Risk Assessment form. Please don't be daunted by this form, it is 14 pages long but just complete what you know and leave blank the bits you don't know. There are 14 risk indicators on this form that you are asked to consider. You may only have information about one or two of them but complete it anyway because someone else might have information about the other risk indicators. The forms give the email addresses to send the forms to.

The hub would rather receive a snippet of information than nothing at all. If you are unsure, the phone numbers are also on the forms so just call for a chat.



# Child Sexual Exploitation

Know the signs...

Going missing

*New adult friends*

Skipping school

Secretive behaviour

Any young person can become a victim of child sexual exploitation.  
If you have concerns ring 101 or Crimestoppers anonymously on 0800 555 111.

Child Sexual Exploitation is child rape.



[www.westyorkshire.police.uk/cse](http://www.westyorkshire.police.uk/cse)



## **Report of the Strategic Director, Place, to the meeting of the Bradford East Area Committee to be held on 12<sup>th</sup> January 2017.**

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### **Subject:**

Poverty in Bradford East

### **Summary statement:**

The report provides an overview of poverty-deprivation related statistics in Bradford East and a summary of key interventions led by the Council and partners to support vulnerable people.

The report aims to enable members to consider the potential impacts of poverty and any additional actions that could be taken to tackle the issues raised.

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### **Portfolio:**

Regeneration, Planning and Transport

### **Overview & Scrutiny Area:**

Corporate

## 1. SUMMARY

- 1.1 The report provides an overview of poverty-deprivation related statistics in Bradford East and a summary of key interventions led by the Council and partners to support vulnerable people.
- 1.2 The report aims to enable members to consider the potential impacts of poverty and any additional actions that could be taken to tackle the issues raised.

## 2. BACKGROUND

- 2.1 Poverty can be defined and measured in various ways, however the most common definitions used by public and voluntary sector organisations include:
  - **Absolute Poverty:** People living below a certain income threshold or unable to afford certain basic goods and services i.e. the 'minimum income standard'.
  - **Relative Poverty:** People whose financial resources fall below an average income threshold for the economy, i.e. in families with income below 60% of the median.
  - **Persistent Poverty:** People who experience long periods of relative poverty.
  - **Destitution:** People who are unable to afford essentials like food and clothing and have no recourse to any statutory support.
- 2.2 However, a broader appraisal would look at access to all the resources available to an individual or a family and not just income levels. This would include access to decent housing, community amenities and social networks, and assets, i.e. what people own. Somebody who lacks these resources can be said to be in poverty in a wider sense.
- 2.3 The negative impact of poverty on the individuals and families can include:
  - Not having sufficient income to make ends meet, causing severe hardship, stress, anxiety and depression.
  - Having to make difficult decisions between eating, heating the home, clothing the children, paying the bills or paying debts.
  - Not having any savings at all so when the need arises to replace something the only option is to borrow on expensive credit terms - compounding the financial struggle.

- Living in poor housing conditions, which impact on the health of the whole family and can lead to even higher fuel bills - if they choose to heat the house at all.
- Children feeling isolated, bullied and vulnerable because they can't enjoy the same activities as their friends at school.
- Children not having the right type of nutrition or enough food to ensure they are healthy which can have an impact on their learning and wellbeing.
- Older people and those suffering from mental health issues feeling isolated.

### **3. POVERTY IN BRADFORD EAST – KEY STATISTICS**

3.1 Appendix 1 attached to this report includes a detailed breakdown of poverty related statistics for Bradford East and where data is available it also includes comparative statistics at the Bradford District, Yorkshire & Humberside and England level.

3.2 Key facts include:

3.2.1 The Index of Multiple Deprivation, published in 2015 ranks Bradford East as 14<sup>th</sup> out of 533 constituencies, where 1 is the most deprived (Liverpool, Walton) and 533 is the least deprived (North East Hampshire). When the last indices were prepared in 2010, Bradford East was ranked 16<sup>th</sup> – so its position has worsened by 2 places in the intervening period.

3.2.2 As per the National Child Poverty Data 2014, there are 12,990 children from Bradford East living in poverty which is 31.6% of the District's total of 41,120 children. Little Horton ward had the highest number of children in poverty in this constituency at 3,290 followed by Bradford Moor with 3,240 children living in poverty.

3.2.3 Bradford East has higher rates of unemployment at 3% when compared to the District level of 2.2% and the regional and national averages of 1.6% and 1.2%. When looking at Job Seekers Allowance (JSA) claimants by age in the Bradford East area, the age group with the biggest number of claimants is aged 25 to 49. This group has 58.5% of JSA claimants, this is similar to the district where JSA claimants aged 25 to 49 were 59% of the total.

3.2.4 In October 2016 there were 305 young people aged between 16 and 24 years claiming Jobseekers Allowance or out of work Universal Credit benefits in Bradford East. This was 15.1% of total claimants in Bradford East. This is higher than the percentage of 16 to 24 year olds in Bradford District which

was 14.1% and also Yorkshire and Humber region (14.3%) and England (12.4%).

- 3.2.5 In addition, the most recent data shows that 5.9% of JSA claimants in Bradford East were sanctioned in May 2016 – higher than the England average (3.5%) and Bradford average (5.2%) but lower than the figure for Bradford South (7.1%) which is the highest area office figure in the District.
- 3.2.6 Only 21.9% of people living in the Bradford East constituency have achieved a NVQ level 4 qualification – which is approximately 14,300 people. This is a low percentage when compared to the Bradford District (26.8%) the Yorkshire and Humber region (30.6%) and the national figure of 37.1%. There are also lower proportions of people in Bradford East with NVQ1, NVQ2 and NVQ3 level qualifications. The level of people in Bradford East with no qualifications (22.7%) is also higher than the Bradford figure (15%).
- 3.2.7 Males born in Bradford East can expect to live on average for 76.1 years compared to the District average of 77.6 years. Of the five areas, Bradford East has the second lowest life expectancy in the District. Females born in Bradford East can expect to live on average for 80.7 compared to the district average of 81.4 years. Of the five areas, Bradford East has the third lowest life expectancy at birth in the district (jointly with Bradford South).
- 3.2.8 Although Bradford East has the second highest infant mortality rate in the district (6.4 deaths per 1,000 live births compared to the district average of 5.8 deaths per 1,000 live births) rates at a ward level vary. Infant mortality rates are above average in Little Horton- these had fallen since 2006-8, but increased recently. Rates in Bradford Moor and Bolton & Undercliffe have fallen in recent years.
- 3.2.9 The Decent Homes Standard is a programme aimed primarily at improving the social rented housing sector. Using ‘disrepair’ as a proxy for non-decent homes reveals that a total of 3,595 properties (8.3%) in Bradford East are non-decent. Looking at the non-decent homes by tenure reveals that 5% of the owner-occupier sector can be classed as non-decent, followed by 2% of the private rented sector and 1% of the social rented sector.
- 3.2.10 The latest official fuel poverty statistics (2014) show that there were 6,429 households considered to be in fuel poverty in Bradford East in 2014 (or 15.8% of the total householders in the area. This compares to a fuel poverty rate of 13.2% for the whole of the Bradford District, 11.8% in the Yorkshire and Humber region and 10.6% in England.



3.2.11 The caseload for the Bradford East area with Revenues and Benefits team is 14,268. These claims are for Housing Benefit and Council Tax Benefit. The claimants are split by 10,053 working age claims and 4,215 pension age claims. Bowling and Barkerend ward has the highest level of claimants with 2,491 working age claimants and 858 pension age claimants.

3.2.12 30% of households in Bradford East are more likely to find it very difficult to cope on their household income, compared to 28% within the District and 27% England wide. Nearly 34% of households in Bowling and Barkerend and 32% of households in Little Horton are finding it very difficult to cope. Only 11% of Bradford East's households are more likely to be coping comfortably with their household income, this compares to 26% throughout the District and 41% in England.

#### **4. ANTI-POVERTY INTERVENTIONS IN BRADFORD EAST**

Actions and interventions to address poverty in Bradford East are outlined below:

##### **4.1 Financial inclusion and debt management**

Recommissioned advice services will include a redesigned co-ordinated service providing income maximisation and debt management services along with outreach into Children's Centres.

Revenues and Benefits is funding Bradford Credit Union to provide affordable credit.

Incommunities and Citizens' Advice Bureau are commissioned to provide personal budgetary support for Universal Credit claimants.

##### **4.2 Food Poverty**

Food Banks are operating in Bradford East from St Luke's Church, Harrogate Road, Church on the Way, Bradford Road, Five Lane Ends, The Light Centre, Captain street. Inn Churches provide a warehouse for donated/collected food for food banks in the district.

Grow Bradford at Thorpe Edge provides support and advice about growing food and a food co-operative that gives members access to fresh produce at competitive prices)

Funding is available for school breakfast clubs where 35% of pupils are in receipt of free school meals.

Twelve Tool Banks are available throughout the District, providing winter and summer tools for loan to support people growing their food or clearing snow etc.

### 4.3 Obesity

The Health and Wellbeing Board at its meeting on 26<sup>th</sup> July 2016, agreed proposals for developing a system-wide approach to address obesity within the District. The work will include undertaking a review of policies and practices of their respective agencies that might impact on healthy weight to ensure that they are brought in line with a whole system approach and that the involvement and endorsement of their governing bodies is secured.

In terms of young people the key areas for action for Bradford District to reduce childhood obesity and increase levels of physical activity and healthy eating in children and young people include the following:

- Encourage and support the healthy growth and weight of children
- Promote healthier food choices and improve the nutritional quality of food in schools
- Increase everyday play and physical activity opportunities for children
- Promote environments and practices that support children to eat healthier foods and to be active throughout each day
- Provide personalised advice and support for children and their families through a child healthy weight pathway
- Increase support and training for education and childcare staff to implement health improvement activity and increase availability and accessibility of evidence based children's lifestyle weight management services.

### 4.4 Health

- **Better Start Bradford** - a programme which will improve outcomes for pregnant women, young children and in particular improve school readiness, and maternal and child health in three wards with high deprivation: Little Horton, Bradford Moor, Bowling and Barkerend.
- **Healthy eating roadshows** – across the district in Children's Centres providing food and nutrition advice and also reduce isolation and encouraging befriending.

### 4.5 Housing

The Council has been successful in bidding for funds from the Local Growth Fund for a scheme providing external wall insulation to households judged to be fuel poor using the Low Income High Cost definition living right to buy properties on former social housing estates. The scheme is currently operating in Thorpe Edge (and expected to extend to Bierley in 2017).

The Better Homes Yorkshire programme offers advice, home surveys and a range of energy efficiency, heating and renewable energy measures to all owner occupier and privately rented homes across the participating Local Authority areas. It also offers householders' access to funding (where eligible) through the Energy Company Obligation (ECO) scheme and other sources,

such as central government funding (Green Deal Communities Fund, Central Heating Fund, etc) and the recent successful bid to the Local Growth Fund.

The Council continues to work with home owners where issues have been identified that need to be resolved.

A table showing the breakdown of the inspections undertaken in Bradford East that confirms the hazard by count by Ward will be provided to the meeting

**Household starter packs** – Through the Warm Homes and Healthy People programme, Inspired Neighbourhoods (based at the Thornbury Centre) provide Starter Packs for people moving into permanent accommodation who have little or no household items. They deliver between 10-15 starter packs each week.

#### 4.6 Employability and skills

The report of the Strategic Director, Children's Services to the meeting of Bradford South Area Committee on 22nd September 2016 provides a detailed overview of the current and planned interventions across the District regarding employability and skills enhancement. In particular the:

- **Get Bradford Working programme:** Draws together key initiatives which tackle the issues and barriers facing Bradford's residents in the labour market. Representing an investment of £13.5 million by Bradford Council and partners, to provide employment opportunities by creating: jobs; apprenticeship places; a transformational curriculum for 14-19 year olds; and a range of support measures for employers and those furthest from the labour market. These measures endorse the Council's commitment and contribution to addressing the underpinning issues outlined in the Employment and Skills Strategy (ESS), the 14-19 strategy and the Economic Strategy, as well as building on Bradford's role as a partner within the Leeds City Region. By July 2016 the programme supported over 2500 people into employment.

### 5. ISSUES TO CONSIDER

- 5.1 At their meeting on 29th June 2015, the Corporate Overview and Scrutiny Committee approved recommendations from the "[Bradford Poverty Scrutiny Review 2016](#)". The Review took place during 2014-15 and focussed on the effectiveness of Bradford Council and its partners in addressing poverty across the District.
- 5.2 The committee recognised the good work taking place in the District to mitigate against poverty but pointed out that this needs to be brought together in a co-ordinated way to maximise the impact of our interventions.

5.3 The committee also identified a further 21 recommendations which cover the following areas of activity:

Co-ordination and Governance	Workforce skills
Food Poverty	Quality of housing stock
Benefit support	Health and well being –mental health
Advice provision	Affordable credit

5.4 The Council’s Executive on 19 July 2016 considered the recommendations put forward by the Corporate Overview and Scrutiny Committee and agreed that the Portfolio Holder for Regeneration, Planning and Transport and the Strategic Director for Regeneration to take this work forward. As part of the restructure of top Council management, the Strategic Director of Place will now take responsibility for this area.

5.5 A multi-agency group called the Anti-Poverty Co-ordination Group has been formed to oversee the co-ordination of interventions through a shared framework. The group includes the Council and partners from the public, private and voluntary and community sector.

5.6 The Group will be jointly chaired by the Portfolio holder for Regeneration, Planning and Transport and the Strategic Director of Place. Cllr Cath Bacon is the Poverty Champion.

5.7 The first meeting will be take place in early 2017 where draft Terms of Reference and the Group’s Delivery Framework and Plan will be discussed and agreed.

5.8 Subject to approval, the group will:

- Provide an overview of progress against all ‘poverty’ related strategies operating across the district.
- Identify where partners and agencies could work better and smarter to meet outcomes
- Reduce duplication of effort
- Identify gaps in provision and suggest how needs could be met
- Develop and reporting key performance indicators to evidence the impact of interventions
- Collate and report on data about changes in demand
- Provide briefings to policy and decision makers

5.9 The Group will be ensure environmental factors are considered as part of its plans, such as Brexit, continuing austerity and the roll-out of Universal Credit and other welfare reforms. In particular the Group will consider how changes can be used to support better outcomes for Bradford’s residents.

5.10 The group will report directly to the Bradford District Partnership and the Council’s Corporate Overview and Scrutiny Committee.

**6. OTHER CONSIDERATIONS**

Council Budget Setting decisions may impact on interventions to address poverty

**7. FINANCIAL & RESOURCE APPRAISAL**

N/A

**8. RISK MANAGEMENT AND GOVERNANCE ISSUES**

N/A

**9. LEGAL APPRAISAL**

N/A

**10. OTHER IMPLICATIONS**

**10.1 EQUALITY & DIVERSITY**

Data and research shows there are some characteristics which make it more likely that a person will be living in poverty. For example, carers, people with disabilities, BME communities, single parents and low wage earners, are more likely to experience poverty.

There will be a need to ensure that these groups have access to interventions and that some interventions are specifically aimed at those people experiencing most disadvantage.

**11. NOT FOR PUBLICATION DOCUMENTS**

None

**12. OPTIONS**

**12.1** This report is presented for information

**13. RECOMMENDATIONS**

Recommended –

**13.1** Bradford East Area Committee Members note the issues outlined in the report and make observations and comments identifying gaps or areas of improvement. .

**14. APPENDICES**

Appendix 1 – Poverty in Bradford East – Key Statistics

**15. BACKGROUND DOCUMENTS**

- 15.1 Corporate Overview and Scrutiny Committee  
Wednesday, 29th June, 2016 [Bradford Poverty Scrutiny Review 2016](#)
- 15.2 Report of the Strategic Director, Children’s Services to the meeting of  
Bradford South Area Committee 22nd September 2016: [Employability and  
Skills Update](#)

## APPENDIX 1

### POVERTY IN BRADFORD EAST – KEY STATISTICS

#### 1. Population in Bradford East

Bradford East has a total population of 116,900 – 28% of the population is aged 0-15, 58% of the population is aged 16 – 59 and 14% of the population is aged 60+.

The results of the 2011 Census found that 77% of the people living in Bradford East were born in the UK. 12% were born in Pakistan, 2% were born in Bangladesh 2% were born in India, 3% were born in the EU Accession countries, 1% was born in the earlier EU countries and 3% were born elsewhere.

53% of people living in Bradford East are of white ethnic origin, 30% are Pakistani, 4% are Bangladeshi, 3% are Indian, 3% are of Mixed heritage, 2% are Black and 4% have other ethnic origins.

78% of people over the age of 3 in Bradford East speak English as their main language, 6% speak Urdu, 6% speak Panjabi, 2% speak Bengali, 1% speak Polish, 1% speak Slovak, 1% speak Arabic and 5% speak other languages.

#### 2. Overall deprivation (IMD 2015)

The Index of Multiple Deprivation, published in 2015 ranks Bradford East as 14th out of 533 constituencies, where 1 is the most deprived (Liverpool, Walton) and 533 is the least deprived (North East Hampshire).

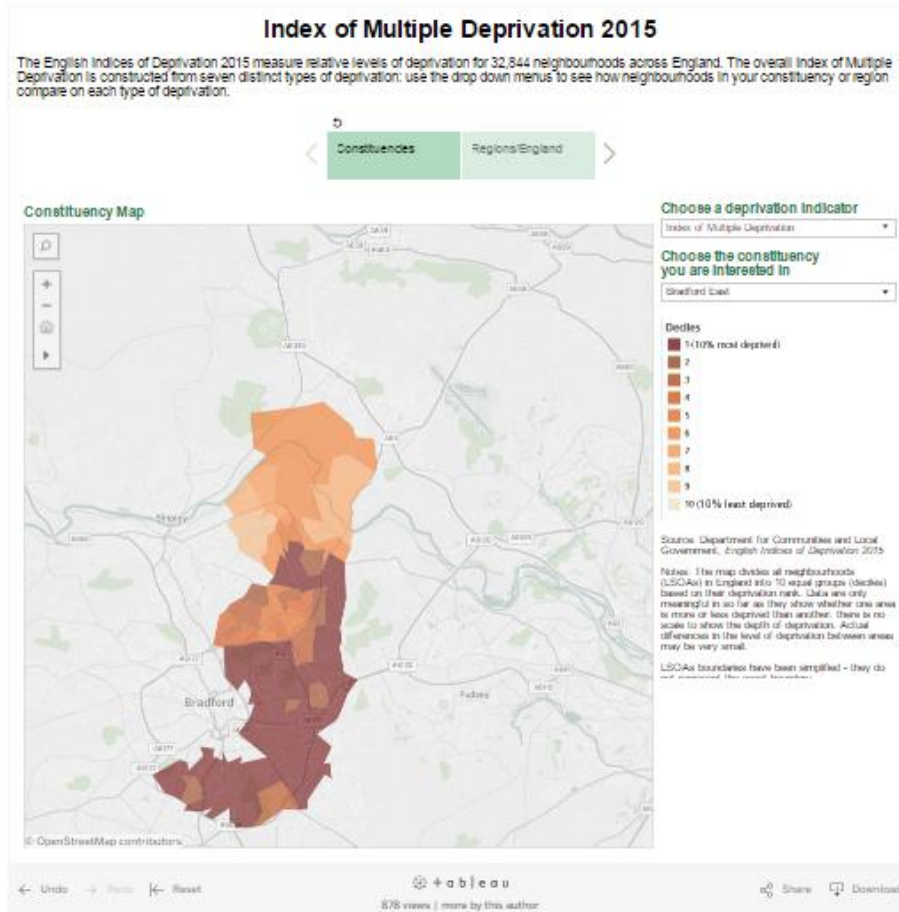
Bradford East is the most deprived parliamentary constituency in the District, closely followed by Bradford West which is ranked 16th out of 533 constituencies. Bradford South is ranked 41st, Keighley is ranked 202nd and Shipley is ranked 324th.

When the last indices were prepared in 2010, Bradford East was ranked 16th – so its position has worsened by 2 places in the intervening period.

It is possible to use the data to identify pockets of deprivation and areas which are relatively less deprived. Bradford East has 67 Lower level Super Output Areas<sup>1</sup> (LSOAs), 57% of which fall within the 10% most deprived in England. The following map shows the Index of Multiple Deprivation for Bradford East with the 10% most deprived LSOAs shown in dark brown and 10% least deprived LSOAs shown in cream. The most deprived areas are generally found in the housing estates in the south and middle of the area, particularly Canterbury, West Bowling, East Bowling, Undercliffe, Bradford Moor, Fagley, Ravenscliffe and Thorpe Edge. The least deprived areas are found in the north, particularly Idle and Apperley Bridge.

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<sup>1</sup> Lower Level Super Output Area – a geography devised by the Office of National Statistics with a target population of 1,500 and 600 households.



The Indices of Deprivation found that 26% of the population in Bradford East experience income deprivation (this includes people who are out of work and those that are in work but have low earnings). 29% of children (aged 0 – 15) and 33% of older people (aged 60 and over) live in income deprived households.

The Indices of Deprivation found that 19% of the working age population in Bradford East experience Employment Deprivation (this includes people who would like to work but are unable to do so due to unemployment, sickness or disability or caring responsibilities).

### 3. Child Poverty

The most recent national child poverty data for 2014 (published September 2016) reported a child poverty rate of 28.6% for Bradford District, compared to 20.1% for England – with 41,100 children and young people aged 0 – 19, living in households with less than 60% of average (median) income. In 2014 the District's child poverty rate was second highest in the Yorkshire and Humber region – Hull had the highest rate.

This is a serious level of income that creates difficulties in meeting the basic cost of living, and creates serious difficulties in meeting unexpected costs or coping with emergencies.

The proportion of Bradford's children living in poverty has increased in the last year by five percentages points. At the same time the figure for England has



increased by 2.1 percentage points. Until 2013 the trend in child poverty rates had been downwards, however the Institute for Fiscal Studies projected a national upswing in child poverty rates from 2012 to 2020 based on the economic models available at the time. Bradford's high birth rates concentrated in the most deprived areas of the District means that the impact for Bradford is more severe.

Children are counted in the child poverty statistics (known as the 'Children in Low-Income Families Local Measure') if they are living in families within the UK that are either in receipt of out-of-work benefits or in receipt of tax credits and with a reported income below 60% of national average income.

Child poverty is highly concentrated in the inner-city and urban wards of the District. In 2014, approximately half of all children living in poverty in the District have been found to live in 8 of the District's 30 wards. Living in persistent poverty is defined as living in poverty for 3 out of the previous 4 years. Although the figures for children living in persistent poverty are not available for local areas, it is likely that many children in these wards have been living in persistent poverty.

In 2014, 52% of the 41,100 children and young people living in poverty lived in eight of the 30 wards. In order of the highest number of children in poverty per ward these were: Little Horton (3,290); Bradford Moor (3,240); Bowling and Barkerend (3,010); Manningham (2,860); Toller (2,430); Tong (2,340); Great Horton (2,220) and City (2,180) wards.

Little Horton also has the highest proportion of all its children living in poverty with 40.6% of all children living in poverty. In 2014, 20 out of 30 wards had a higher proportion of children living in poverty than the England average of 19.9%. Wharfedale ward had the lowest number of children in poverty (110) and the lowest child poverty rate at just 4.2%.

Bradford East has three wards which have the highest proportions of children living in poverty in the District - (Little Horton – 40.6%, Bowling and Barkerend – 40.3%, and Bradford Moor – 39.9%). The other three wards have lower proportions of children living in poverty – Eccleshill has 34.5%, Bolton and Undercliffe has 27.5% and Idle and Thackley has 10.4%.

There are a total of 12,990 children from Bradford East living in poverty which is 31.6% of the District's total of 41,120 children living in poverty.

#### 4. Unemployment

The following table provides a comparison of the JSA claimants by age and duration in Bradford East against the numbers for Bradford, Yorkshire and the Humber and England.

	Bradford East Number of claimants	Bradford East (%)	Bradford Number of claimants	Bradford (%)	Yorkshire and Humber (%)	England (%)
All ages	2,025	3.0	6,800	2.2	1.6	1.2
Age 18 – 24	305	2.9	960	2.0	1.4	1.0
Age 25 - 49	1,185	2.9	4,015	2.2	1.8	1.3
Age 50 - 64	535	3.2	1,825	2.1	1.4	1.2

*Source: ONS JSA Claimants October 2016*

The following table provides a breakdown of the Bradford East Unemployment rates by ward as at October 2016

Ward	Claimant numbers	Rate
Bolton & Undercliffe	201	1.9%
Bowling & Barkerend	524	4.0%
Bradford Moor	388	3.0%
Eccleshill	267	2.4%
Idle & Thackley	127	1.2%
Little Horton	516	3.9%
<b>Total</b>	<b>2,023</b>	<b>2.8%</b>

*Source: ONS JSA Claimants October 2016*

The data outlined above shows that Bradford East has higher rates of unemployment at 3.0% when compared to the district level of 2.2% and regional and national averages of 1.6% and 1.2%.

When looking at youth unemployment in October 2016, there were 305 young people aged between 16 and 24 years old claiming Jobseekers Allowance or out of work Universal Credit benefits in Bradford East. This group has 15.1% of claimants, higher than the district, regional or national figures and the age group with the biggest proportion of claimants in Bradford East.

The October 2016 figures for long-term unemployment show that 680 people in Bradford East have been claiming Jobseekers Allowance for longer than 12 months which is a rate of 1.0%. The rate for Bradford District was 0.7% and the national rate was 0.4%.

An analysis of claimant count figures over time shows that the rate of claimants in Bradford East has fallen from 7.0% in October 2013 to 2.8% in October 2016. This equates to 3,000 fewer claimants in October 2016. The following table shows that although there has been a reduction in these claimants the current rate of 3.0% in Bradford East is still higher than the rates in Bradford District, Yorkshire and Humber and England.

	<b>October 2013</b>	<b>October 2014</b>	<b>October 2015</b>	<b>October 2016</b>
Bradford East	7.0	5.1	3.8	2.8
Bradford District	5.3	4.0	2.8	2.1
Yorkshire & Humber	4.0	2.8	2.1	1.6
England	3.0	2.0	1.5	1.2
<i>Source: ONS Jobseekers Allowance with rates and proportions</i>				

From March 2014 onwards the number of young people not in education or training (NEETs) has been low and consistently below that for the same month in the previous year. The June 2016 figure was 670, 165 below the figure for June 2015. The adjusted NEET rate for June 2016 was low at 3.6%; 1.3 percentage points below the figure for June 2015. Bradford East had an adjusted rate of 3.7% and although this area has traditionally had the largest number and proportion of NEETs, Bradford South had the highest number and proportion in June 2016. The table below provides details for the NEET rates by wards as at June 2016:

<b>Area</b>	<b>Ward</b>	<b>Total</b>	<b>Unknown</b>	<b>%</b>	<b>NEET</b>	<b>%</b>	<b>% of NEET total</b>
East Bradford	Bolton & Undercliffe	652	25	3.8%	19	2.9%	2.8%
	Bowling & Barkerend	947	47	5.0%	31	3.3%	4.6%
	Bradford Moor	1,041	50	4.8%	41	3.9%	6.1%
	Eccleshill	639	45	7.0%	36	5.6%	5.4%
	Idle & Thackley	448	15	3.3%	6	1.3%	0.9%
	Little Horton	973	62	6.4%	41	4.2%	6.1%
<b>Total</b>		<b>4,700</b>	<b>244</b>	<b>5.2%</b>	<b>174</b>	<b>3.7%</b>	<b>26.0%</b>
<i>Source: Connexions Bradford</i>							

## 5. Median weekly earnings

Bradford has a low-wage, low skills economy and the working age population of the District is projected to increase by 1,200 people per year over the next ten years. This is driving a real need for high paid jobs growth. However Median weekly earnings in Bradford remain relatively low with Median weekly gross pay of £473.50. The median weekly gross pay for Bradford East is lower at £450.90. Both Bradford East and Bradford District compare unfavourably with Yorkshire and Humber (£498.30) and England (£544.70).

The most recent data produced shows that 21.4% of workers in Bradford are paid less than the national living wage. This is close to the national figure of 21%. On average 24% of women in Bradford take home less than the living wage compared to 18% of men. The data is not available at Bradford East level.

## 6. Skills and qualifications

Research shows that compared to those with adequate skills, adults with poor basic skills are up to five times more likely to be unemployed or out of the labour market.

Only 21.9% of people living in the Bradford East constituency have achieved a NVQ level 4 qualification – which is approximately 14,300 people. This is a low percentage when compared to the Bradford District (26.8%) the Yorkshire and Humber region (30.6%) and the national figure of 37.1%. There are also lower proportions of people in Bradford East with NVQ1, NVQ2 and NVQ3 level qualifications. The level of people in Bradford East with no qualifications (22.7%) is also higher than the Bradford figure (15%).

The following table provides a breakdown of key statistics:

<b>% aged 16 – 64 with this qualification</b>	<b>Bradford East</b>	<b>Bradford District</b>	<b>Yorkshire &amp; Humber</b>	<b>England</b>
NVQ 4	21.9	26.8	30.6	36.8
NVQ 3	35.5	43.8	51.3	55.6
NVQ 2	55.5	62.7	70.1	73.4
NVQ 1	67.6	75.0	83.1	85.0
Other qualifications	9.7	10.0	7.2	6.6
No qualifications	22.7	15.0	9.8	8.4

*Source: ONS, Annual Population Survey 2015*

## 7. Poverty and health

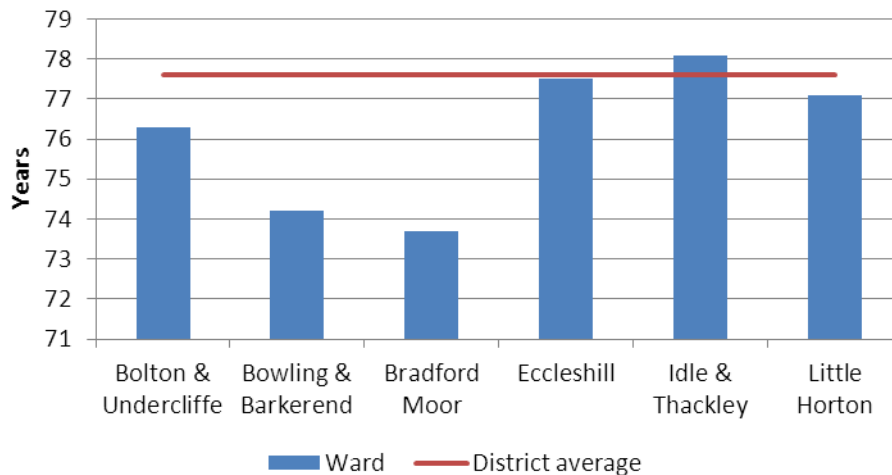
Poverty is an important issue for public health, with evidence suggesting that childhood poverty in particular leads to premature mortality and poor health outcomes for adults. There are many health factors which can be affected by poverty, some of which are listed below:

- **Life expectancy male and female**

Life expectancy at birth is the average number of years a person would expect to live from birth based on current mortality rates and is an important measure of illness and death. Although life expectancy at birth for males has been rising in Bradford, life expectancy at birth is still lower than the average for England.

**Males** born in Bradford East can expect to live on average for 76.1 years compared to the District average of 77.6 years. Of the five areas, Bradford East has the second lowest life expectancy in the District.

### Life expectancy at birth - males 2012-14

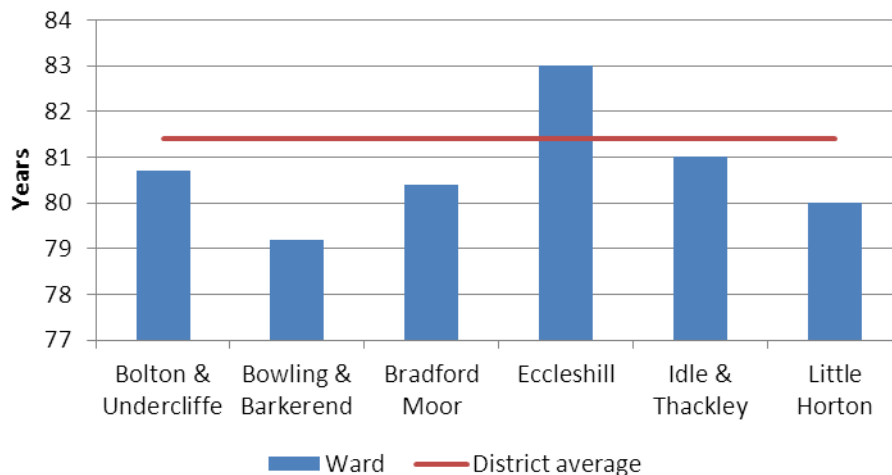


Source: Bradford Public Health Analysis

Life expectancy at birth for males varies across Bradford East with particularly low life expectancy seen in Bradford Moor, Bowling & Barkerend and Bolton & Undercliffe and higher than average life expectancy seen in Idle & Thackley.

**Females** born in Bradford East can expect to live on average for 80.7 compared to the district average of 81.4 years. Of the five areas, Bradford East has the third lowest life expectancy at birth in the district (jointly with Bradford South).

### Life expectancy at birth - females 2012-14



Source: Bradford Public Health Analysis

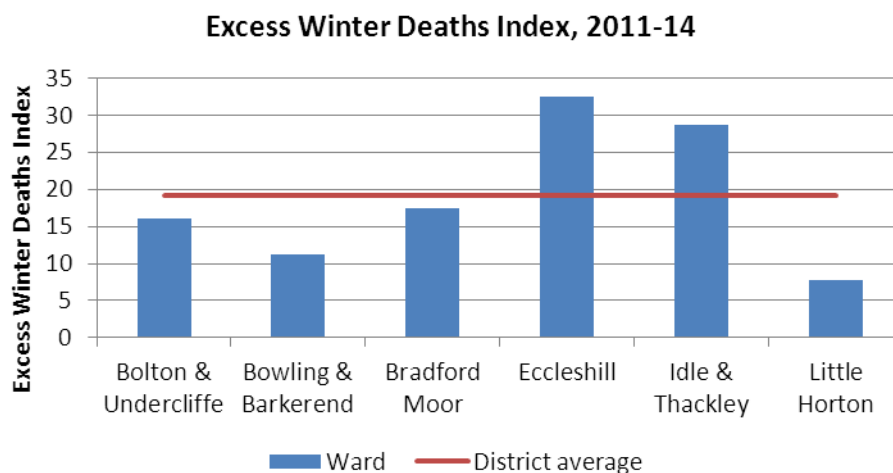
Life expectancy at birth for females varies across Bradford East in a similar way to males, with particularly low life expectancy seen in Bowling & Barkerend and higher than average life expectancy seen in Eccleshill.

- **Excess winter deaths**

The number of excess winter deaths (EWD) depends on the temperature and the level of disease in the population as well as other factors, such as how well-equipped people are to cope with the drop in temperature. The number of

excess winter deaths has been slowly rising in Bradford and has been above the average for England in the last three years.

Bradford East has an Excess Winter Death Index of 19.1 – identical to the District average – but this varies considerably at ward level. High EWD can be seen in Eccleshill and Idle & Thackley with Eccleshill having the fourth highest EWD in the district between 2011-14. Low EWD can be seen in Bowling & Barkerend and Little Horton – with Little Horton having the third lowest EWD in the District between 2011-14.

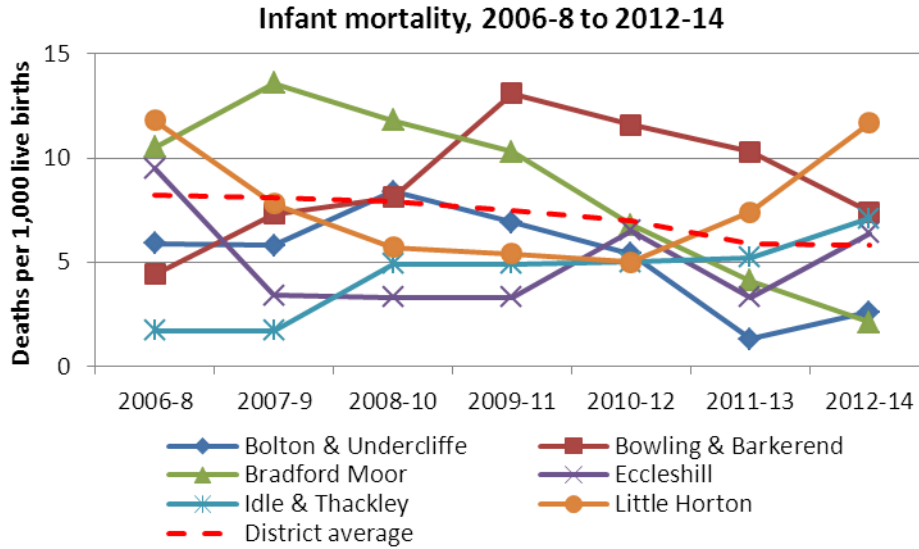


Source: Bradford Public Health Analysis

- **Infant mortality**

Infant mortality is an indicator of the general health of the entire population and it reflects the relationship between causes of infant mortality and the wider determinants of population health such as economic, social and environmental conditions. Although infant mortality rates are falling in Bradford, they are still above the average for England.

Although Bradford East has the second highest infant mortality rate in the district (6.4 deaths per 1,000 live births compared to the district average of 5.8 deaths per 1,000 live births) rates at a ward level vary. Infant mortality rates are above average in Little Horton- these had fallen since 2006-8, but increased recently. Rates in Bradford Moor and Bolton & Undercliffe have fallen in recent years.



Source: Bradford Public Health Analysis

- **Obesity**

Obesity is one of the biggest challenges to the health of our residents today. It is a particular issue in the Bradford area with income, ethnicity and social deprivation known to have an impact on an individual's weight.

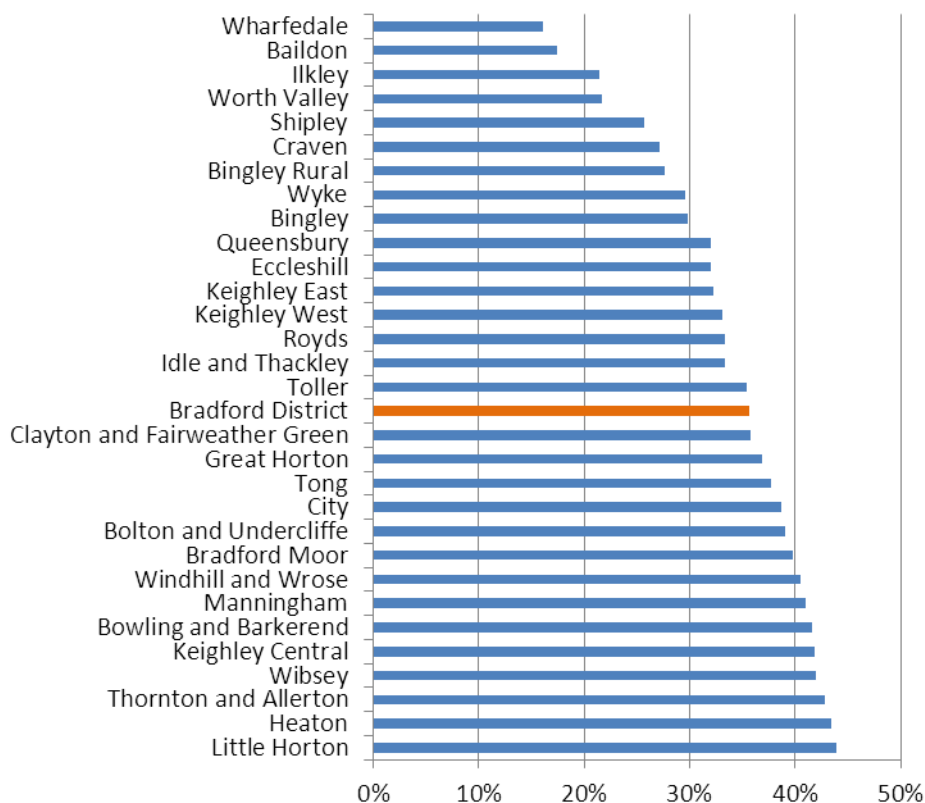
Overall, for women, obesity prevalence increases with greater levels of deprivation, regardless of the measure used. For men, only occupation-based and qualification based measures show differences in obesity rates by levels of deprivation.

Highest level of educational attainment can be used as an indicator of socio-economic status. For both men and women obesity prevalence decreases with increasing levels of educational attainment.

Research has shown that there is a strong link between poverty and childhood obesity; at 5 years of age, poor children were nearly twice as likely to be obese, compared with their peers from better socio-economic backgrounds. Research has also shown that children who are overweight or obese are far more likely to suffer from serious illnesses like Type 2 diabetes, heart disease and cancer later in life.

The diagram below provides the percentage of year 6 pupils obese by ward 2014-15. The data shows that for year 6 pupils, obesity rates are highest in Little Horton, Heaton, Thornton & Allerton and Wibsey and lowest in Wharfedale, Baildon, Ilkley and Worth Valley.

**Percentage of Year 6 pupils obese by ward 2014-15**



Source: Bradford Public Health Analysis

At a district wide level based on Quality Outcomes Framework (QOF) data registrations with GPs by condition: 56,891 adults are registered as obese with their GP. This is equivalent to 12% of the District population aged 17+.

## 8. Housing

There is a large body of evidence which has highlighted relationships between housing and poverty related implication, which include:

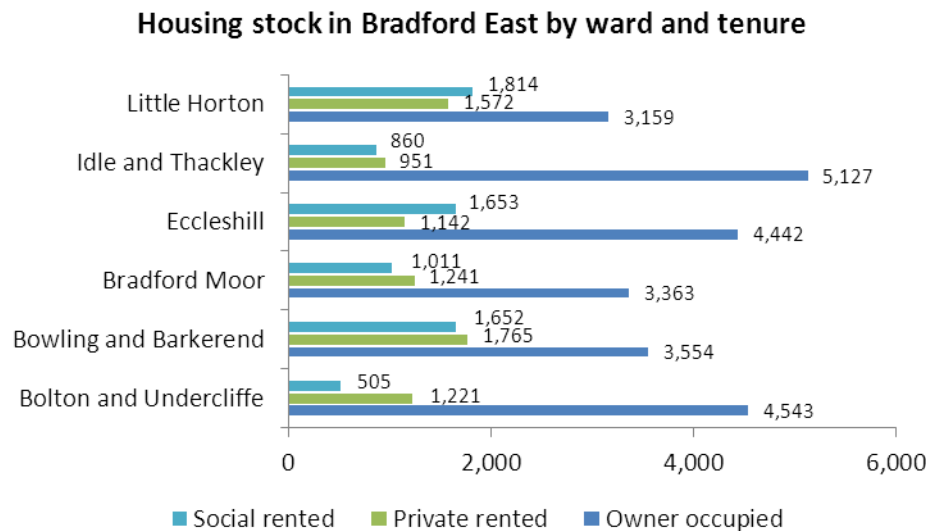
- Largest concentrations of those in poverty after housing costs and the highest poverty rates
- Number of people in the private rented sector in poverty has doubled in the last ten years
- Private renters are most likely to be in fuel poverty, have least money left over once they have paid their housing costs and live in the worst housing conditions
- A large number of people in poverty own their own home
- Poor housing conditions affect some aspects of child development and elements of adult health.

As such it is important to understand the makeup and condition of housing stock to explore potential linkages to poverty related issues. The key housing related issues for East Bradford are outlined below:



- There are a total of 41,582 dwellings in Bradford East. The majority of properties are owner-occupied (61%). 20% are rented from private-sector landlords and 19% are rented from social landlords (including Incommunities).

The graph below shows a breakdown of housing stock in Bradford East by ward and tenure:

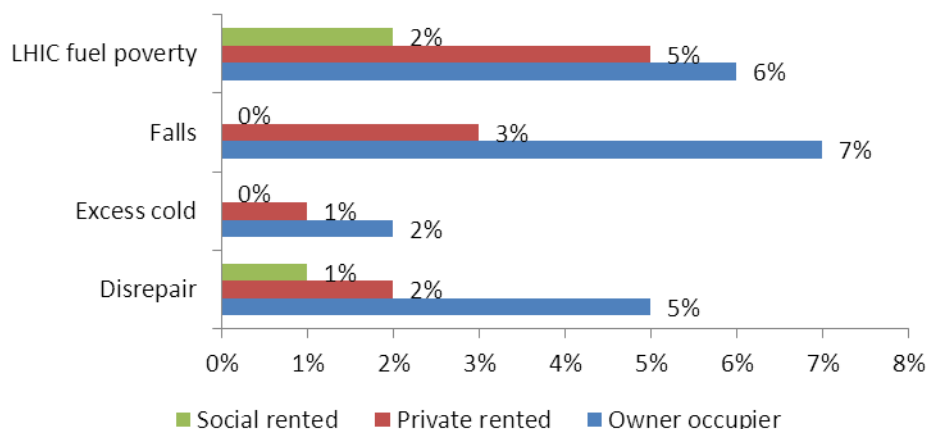


Source: ONS 2011 Census

- Eccleshill ward has the largest housing stock, although Little Horton has the largest number of social rented dwellings in Bradford East – this is due to the presence of the Canterbury estate in the ward. Eccleshill has the second highest number of social rented properties – due to Ravenscliffe, Fagley and part of Thorpe Edge housing estates. The remaining wards have higher numbers of private rented than social rented housing, although each ward is dominated by owner-occupiers.
- An analysis of class 1 hazards<sup>2</sup> and low income high costs fuel poverty by housing stock type shows that properties in the private rented sector are more likely to be adversely affected than the owner occupier or social rented sectors. Recent government initiatives to improve the condition of the social rented sector has led to improvements and this is probably why the figures for this sector are lower.
- The **Decent Homes Standard** is a programme aimed primarily at improving the social rented housing sector. Using ‘disrepair’ as a proxy for non-decent homes reveals that a total of 3,595 properties (8.3%) in Bradford East are non-decent.
- Looking at the non-decent homes by tenure reveals that 5% of the owner-occupier sector can be classed as non-decent, followed by 2% of the private rented sector and 1% of the social rented sector.

<sup>2</sup> Some properties may have more than one hazard, e.g. excess cold and danger of trips and falls

### Housing stock in Bradford East with class 1 hazards and fuel poverty



- The latest official **fuel poverty** statistics (2014) show that there were 6,429 households considered to be in fuel poverty in Bradford East in 2014 (or 15.8% of the total householders in the area. This compares to a fuel poverty rate of 13.2% for the whole of the Bradford District, 11.8% in the Yorkshire and Humber region and 10.6% in England.
- **Housing and Council tax benefits**  
The caseload for the Bradford East area with Revenues and Benefits team is 14,268. These claims are for Housing Benefit and Council Tax Benefit. The claimants are split by 10,053 working age claims and 4,215 pension age claims. Bowling and Barkerend ward has the highest level of claimants with 2,491 working age claimants and 858 pension age claimants.
- **Debt**  
30% of households in Bradford East are more likely to find it very difficult to cope on their household income, compared to 28% within the District and 27% England wide. Nearly 34% of households in Bowling and Barkerend and 32% of households in Little Horton are finding it very difficult to cope. Only 11% of Bradford East's households are more likely to be coping comfortably with their household income, this compares to 26% throughout the District and 41% in England.

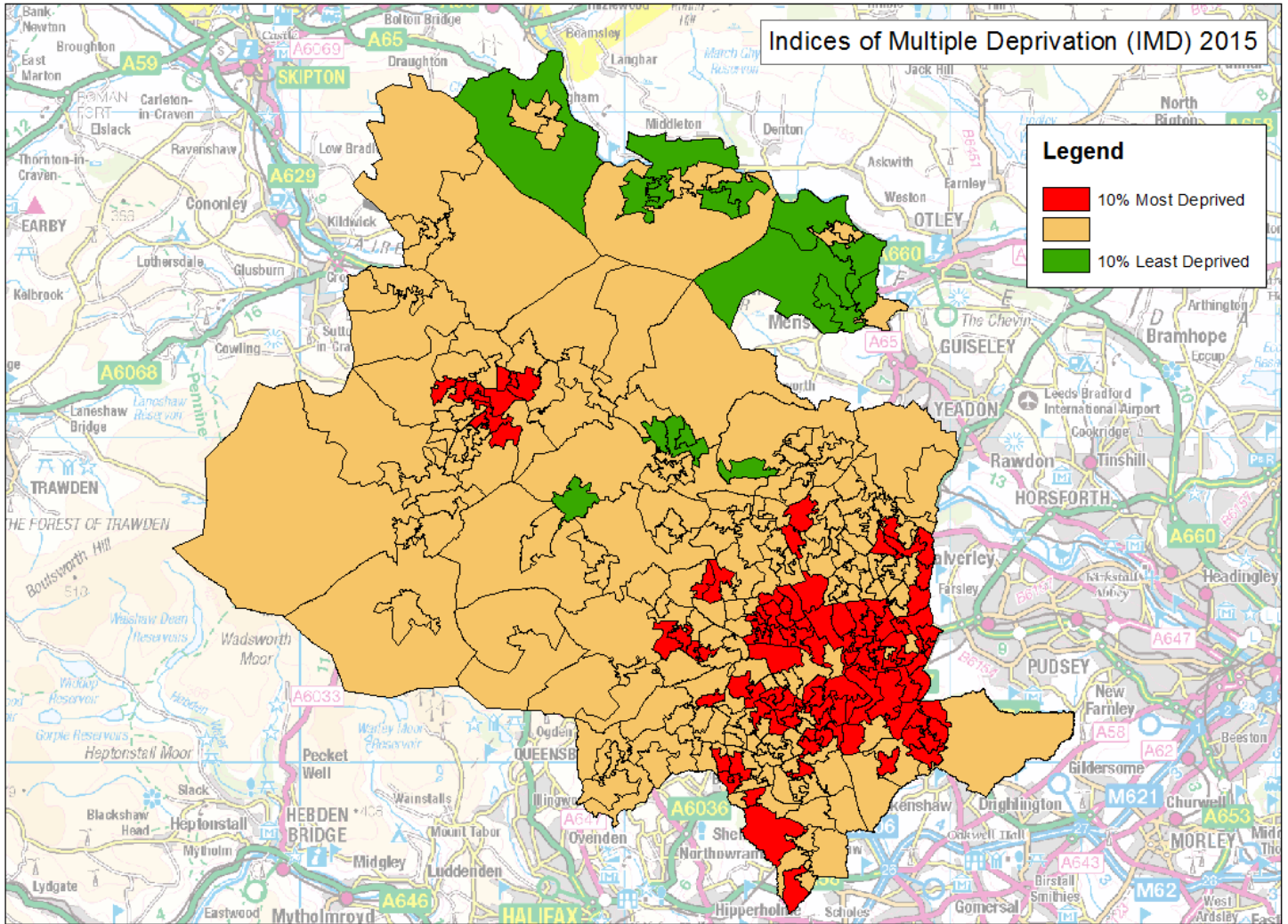
Citizens Advice figures show the nature of the debt problems people are facing has changed significantly in the last few years, with traditional credit problems being overtaken by a shift to arrears on household bills. This reflects the growing numbers of people across the country having difficulties paying for essentials like rent, water and fuel bills. There has also been a particularly marked increase in council tax arrears which has serious consequences for citizens.

Council tax collection dropped in Bradford East from 92.3% at the end of 2014/15 to 91.9% at the end of 2015/16. District wide collection increased from 94.17% to 94.24%. Council tax collection for the wards in Bradford East

varied, with Bolton & Undercliffe, Bradford Moor and Little Horton all experienced an increase in council tax collection, Bowling & Barkerend, Eccleshill and Idle & Thackley all experienced a decrease in council tax collection. Council tax collection data for 2016/17 to the end of November shows that Bowling & Barkerend is within the bottom five wards for collection rates.

In addition, the most recent data also shows that 5.9% of JSA claimants in Bradford East were sanctioned in May 2016 – higher than the England average (3.5%) and Bradford average (5.2%) but lower than the figure for Bradford South (7.1%) which is the highest area office figure in the District.

Annex 1 – Indices of Multiple Deprivation 2015



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Public Health Analysis Team, Bradford

