

Agenda for a meeting of the Executive to be held on Tuesday, 10 October 2017 at 10.30 am in Committee Room 1 - City Hall, Bradford

Members of the Executive – Councillors

LABOUR
Hinchcliffe (Chair)
V Slater
I Khan
Ross-Shaw
Ferriby
Jabar

Notes:

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

From:

Parveen Akhtar

City Solicitor

Agenda Contact: Jill Bell / Yusuf Patel

Phone: 01274 434580/4579

E-Mail: jill.bell@bradford.gov.uk / yusuf.patel@bradford.gov.uk

To:

A. PROCEDURAL ITEMS

1. 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.*

2. 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.

(Jill Bell / Yusuf Patel - 01274 434580 434579)

3. **RECOMMENDATIONS TO THE EXECUTIVE**

To note any recommendations to the Executive that may be the subject of report to a future meeting. (Schedule to be tabled at the meeting).

(Jill Bell / Yusuf Patel - 01274 434580 434579)

<p style="text-align: center;">REGENERATION, PLANNING & TRANSPORT PORTFOLIO</p>
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(Councillor Ross-Shaw)

4. **KEEP CLAYTON GREEN PETITION**

1 - 12

The petition entitled 'Keep Clayton Green from inappropriate developments' was received by Full Council on 18 July 2017 and referred for consideration by the Executive.

The petition relates to concerns about housing development within Clayton and potential impacts on the local area from any further development specifically the loss of green space but also on local infrastructure.

The Strategic Director Place will submit a report (**Document "U"**) which considers the concerns raised in the petition regarding development within Clayton with specific reference to the role and process of the Local Plan and consideration of planning proposals.

Recommended –

- (1) The Executive is recommended to note the contents of the petition.**
- (2) That the Assistant Director Planning Transportation and Highways receive the issues for consideration as part of the local plan preparation process.**

Overview and Scrutiny Committee: Environment and Waste Management

(Andrew Marshall - 01274 434050)

LEADER OF COUNCIL & CORPORATE

(Councillor Hinchcliffe)

5. A COUNCIL TAX REDUCTION SCHEME FOR 2018/19

13 - 26

Legislation requires each Billing Authority to consider, annually, whether it wishes to revise its Council Tax Support arrangements

Since 2013/14, funding for Council Tax Reduction is provided through the Revenue Support Grant. The Revenue Support Grant has been subject to reductions annually, and is expected to reduce to zero by 2020/22. Continued funding of Council Tax Reduction is, therefore, becoming a significant financial pressure for the Council

The Strategic Director Corporate Services will submit a report (**Document “V”**) which considers the impact of the Council Tax Reduction scheme on the Council’s budget and Medium Term Financial Strategy; and the burdens that the inclusion of all working age households in the scope of Universal Credit from March 2018 will have on the administration and delivery of the current Council Tax Reduction scheme

Executive is asked to make a decision on the scheme for 2018/19 to go out to consultation

Recommended –

- (1) That the Strategic Director of Corporate Services is instructed to undertake public consultation on the proposed amendments as set out in option 2 to Document “V” to the Council Tax Reduction scheme to inform a future Executive decision on the scheme to be operated from 2018/19.**
- (2) That the Strategic Director of Corporate Services is instructed to develop options to mitigate the impact of the proposed changes to the CTR scheme.**

Overview and Scrutiny Committee: Corporate

(Martin Stubbs - 01274 432056)

HEALTH & WELLBEING PORTFOLIO & DEPUTY LEADER

(Councillor Val Slater)

**6. ARRANGEMENTS BY THE COUNCIL AND ITS PARTNERS TO
TACKLE CHILD SEXUAL EXPLOITATION**

27 - 58

The Strategic Director Children's Services will submit a report (**Document "W"**) which provides an update to the report presented to the Executive on 20th September 2016 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It particularly focuses on the 9 Point Strategic Response to CSE and how it is used by BSCB and partners in work to drive improvements across the District's safeguarding partnership and to hold agencies to account for their work in their area.

Recommended –

- (1) The Executive is invited to endorse that the 9 Point Strategic Response to CSE be reviewed and replaced with a new Strategic Response to CSE.**
- (2) That a referral is made to the Community safety Partnership to ask this group to consider the allocation of a funding pot via the Safeguarding Children Board to ensure that this work continues to be a partnership safety priority.**
- (3) The Executive shall receive a further update on the progress of the 9 Point strategic Response to CSE in 12 month's time.**

That subsequent reports will be provided to Area Committees.

Overview and Scrutiny Committee: Children's Services

(Mark Griffin - 01274 434361)

LEADER OF COUNCIL & CORPORATE

(Councillor Hinchcliffe)

7. CHANGES TO THE REGISTER OFFICE ROOMS

59 - 68

The City Solicitor will submit a report (**Document “X”**) which seeks Executive agreement to the decommissioning of the Register Office ceremony room and to agree a scale of charges for its future use. Decommissioning means converting the ceremony room in a Register Office building into an “approved premises” (namely approved for civil marriages and civil partnership ceremonies).

Recommended

- (1) To decommission the Register Office ceremony room and licence the room as an Approved Premises for Civil Marriages and Civil Partnerships under the Marriages and Civil Partnerships (Approved Premises) Regulations 2005.**
- (2) To maintain the statutory duty of providing a standard Register Office the area currently used as the guests waiting room be designated as the Register Office ceremony room.**
- (3) The City Solicitor to submit plans to the Registrar General for approval to the statutory Register Office room.**
- (4) To approve the fees for use of The Priestley Suite on Tuesday to Saturday.**
- (5) To approve the additional posts of Usher and Deputy Registrar.**
- (6) To authorise the City Solicitor to make any necessary additional changes or amendments to service provision under these new arrangements in consultation with the Portfolio Holder.**

Overview and Scrutiny Committee: Corporate

(Jill Raine - 01274 434482)

REGENERATION, PLANNING & TRANSPORT PORTFOLIO

(Councillor Ross-Shaw)

8. BRADFORD DISTRICT'S ECONOMIC GROWTH STRATEGY

69 - 110

The Strategic Director Place will submit a report (**Document “Y”**) which provides a progress update on the development of the new Economic Growth Strategy for Bradford District.

The purpose of the strategy is to help support the growth of Bradford district's economy, and provide a focus for joint activity across a range of partners. Its goal is supporting economic growth that everyone can contribute to and benefit from.

Executive is asked to endorse the four themes around which delivery will focus, and provide a steer on next steps.

Recommended –

- (1) Members endorse the four themes as providing a useful focus for further work around delivery.**
- (2) Members ask the Producer City Board (and supporting officers) to develop these themes into a clear set of proposals for action and implementation.**

Overview and Scrutiny Committee: Regeneration and Economy

(Kate McNicholas - 01274 431761)

ENVIRONMENT, SPORT & CULTURE PORTFOLIO

(Councillor Ferriby)

9. EXCLUSION OF THE PUBLIC

Recommended –

That the public be excluded from the meeting during the discussion of the Appendices relating to the future management option for the council's sport, leisure and cultural facilities (Item

10) and appendix 2 relating to Transport for the North (Item 11) on the grounds that it is likely, in view of the nature of the proceedings, that if they were present, exempt information within Paragraph 3 (Financial or Business Affairs) of Schedule 12A of the Local Government Act 1972 (as amended) would be disclosed and it is considered that, in all the circumstances, the public interest in allowing the public to remain is outweighed by the public interest in excluding public access to the relevant part of the proceeding for the following reasons:

It is in the public interest in maintaining the exemption because it is in the overriding interest of proper administration that Members are made fully aware of the financial implications of any decision without prejudicing the financial position of the authority.

(Yusuf Patel - 01274 434579)

10. **FUTURE MANAGEMENT OPTIONS FOR SPORT AND CULTURE SERVICES**

111 -
122

The Strategic Director Place will submit a report (**Document “Z” – with Not For Publication Appendix**) which considers the findings of a study undertaken to determine the most suitable future management option for the council’s sport, leisure and cultural facilities.

Recommended –

- (1) **Note the findings of the report, advantages and disadvantages of options and that the Not for profit distribution organisation (NPDO) is seen as the preferred option.**
- (2) **That clarification is sought on VAT and national non domestic rates (NNDR) as legislation and guidance is developed by central government.**
- (3) **That the internal programme of change is implemented.**
- (4) **That option 4 “Outsourcing to an NPDO” be re-examined once the Council has completed its own planned transitional work, likely to be in the latter part of the coming four-year period.**

Overview and Scrutiny Committee: Regeneration and Economy

(John Coulton - 01274 438795)

LEADER OF COUNCIL & CORPORATE

(Councillor Hinchcliffe)

NOTE

The following item is included on this agenda as an exceptions to the Forward Plan in accordance with the provisions of Paragraph 10 (General Exception to the Forward Plan) of Part 3D of the Constitution.

11. TO APPROVE REGULATIONS ESTABLISHING TRANSPORT FOR THE NORTH AS A SUB -NATIONAL TRANSPORT BODY

123 -
136

The Strategic Director Place will submit a report (**Document “AA” with Not for Publication Appendix 2**) which asks Members to consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub–National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority and Highway Authority is required to the making of Regulations by the Secretary of State as the Regulations include highway powers to be exercised by TfN.

Although the Council is not a member, the Executive is also asked to note the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.

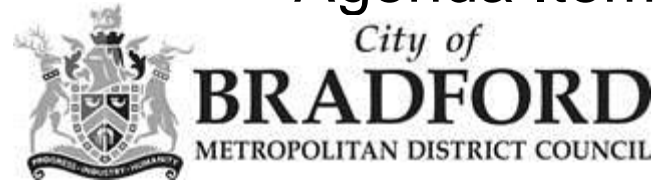
Recommended –

- (1) To consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub–National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority and Highway Authority is required to the making of Regulations by the Secretary of State as the Regulations include highway powers to be exercised by TfN.**
- (2) To note the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.**

Overview and Scrutiny Committee: Environment and Waste Management

(Julian Jackson - 01274 433766)

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Report of the Strategic Director of Place to the meeting of Executive to be held on 10 October 2017.

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Subject: Keep Clayton Green Petition

Summary statement:

The petition entitled 'Keep Clayton Green from inappropriate developments' was received by Full Council on 18 July 2017 and referred for consideration by Executive.

The petition relates to concerns about housing development within Clayton and potential impacts on the local area from any further development specifically the loss of green space but also on local infrastructure.

The report considers the concerns raised in the petition regarding development within Clayton with specific reference to the role and process of the Local Plan and consideration of planning proposals.

Julian Jackson
Assistant Director – Planning,
Transportation & Highways

Report Contact: Andrew Marshall,
Planning & Transport Strategy
Manager
Phone: (01274) 43 4050
E-mail: andrew.marshall@bradford.gov.uk

Portfolio:

Regeneration, Planning and Transport

Overview & Scrutiny Area:

Environment and Waste

1. SUMMARY

- 1.1 The petition entitled 'Keep Clayton Green from inappropriate developments' was received by Full Council on 18 July 2017 and referred for consideration at Executive.
- 1.2 The Petition relates to concerns about housing development within Clayton and potential impacts on the local area from any further development specifically the loss of green space but also on local infrastructure.
- 1.3 The report considers the concerns raised in the petition regarding development within Clayton with specific reference to the role and process of the Local Plan and consideration of planning proposals.

2. BACKGROUND

- 2.1 A 124 name petition was received by the meeting of Council held on 18th July. The Petition is entitled 'Keeping Clayton Green from inappropriate development'. The Lead petitioner addressed the Council meeting following which the petition was referred to Executive for consideration.

- 2.2 The petition summarises the issues/background, as follows:

'The preservation, Conservation and protection of the Clayton and wider communities green environment, whether green fields, green spaces or green belt from inappropriate development.

To promote to the public of Clayton and the wider communities the benefits relating to sustainable development and the protection of the environment in the local area.'

The action requested is:

'.....Urge leaders to act now to stop the proposed development of Clayton's greenspaces.'

- 2.2 The petition (including the covering letter – see Appendix 1) and the address to Council highlighted concerns about the scale of development within their community and the impact on both infrastructure and local amenity. Particular reference is made to the concern to safeguard green space in particular that around Clayton and the related potential loss of Green Belt.
- 2.3 The concerns appear to have been prompted by work on the Local Plan which is looking to establish a long term planning framework to meet development needs including the allocation of land for both homes and jobs. It also appears to relate to recent developer interest and engagement on land in and around Clayton with a view to submitting planning proposals. In this respect the Local Plan position is set out below with respect to the issues raised by the petition.

Local Plan

- 2.4 In accordance with the Planning & Compulsory Purchase Act 2004, the Council is in the process of putting in place an up to date Local Plan for the District in line with the agreed Local Development Scheme. The Local Plan will ultimately supersede the current Bradford District Replacement Unitary Development Plan (as saved by the Secretary of State Oct 08).
- 2.5 The Local Plan will be made up of several documents. The first of the Local Plan documents is the Core Strategy which provides the spatial vision and objectives for the District to 2030 and includes strategic policies to inform future development proposals. It also provides direction as to the approach, development requirements and policies to be contained within the other parts of the Local Plan such as the Area Action Plans and the Allocations Development Plan Document (DPD) which will make the decisions on which land to allocate.
- 2.6 The Core Strategy thus provides a fundamental framework to plan for the homes and jobs the District needs in a sustainable manner and in locations which respect local character and the distinctiveness of the diverse communities across the Bradford District. However, the Plan covers a much wider range of issues than just those of housing and employment development. It provides a strategic set of policies on a range of issues key to delivering sustainable development, including environmental protection and enhancement, addressing climate change and supporting low carbon development, place making, design quality and infrastructure provision. The Core Strategy in this respect needs to be considered as whole in planning for growth and development in the District to 2030.
- 2.7 The Core Strategy was adopted in July 2017 following a lengthy process over several years involving extensive formal and informal consultation and testing at examination by a Government appointed Inspector.
- 2.8 The Core Strategy states that in order to meet the needs of the District 42,100 new houses (net) will need to be delivered by 2030 and sets out requirements which show how the District wide quantum will be distributed for individual settlements and areas. Clayton is included as part of the South West quadrant of Regional City of Bradford. Sub Area policies BD1 and BD2 set out the spatial policy for the City. The South West area is set a requirement of 5,500 new homes (Clayton does not have a specific target within the Plan). Criterion C4 sets out the approach for delivering this within the area with a focus on redevelopment and intensification within the urban area but with a recognition that a significant contribution from currently designated green belt sites will also be required to deliver the required number of homes.
- 2.9 The Core Strategy sets out the high level approach to site selection for the more detailed Local Plan documents. It recognises the need to take account of local character and potential impact of development of change. In particular the Core Strategy considered as far as possible for a strategic document the issue of Infrastructure (wide ranging from transport though to education, health and green space). A Local Infrastructure Plan was produced and will be regularly updated which looks at current provision and future impact of development and investment required to support it in Infrastructure. The Inspector who conducted the

examination of the Core Strategy and considered all the issues raised by objectors concluded that the Council had considered as far as possible the critical infrastructure and improvements necessary (including highlighting key elements within the Sub Area policies) and emphasised that the process of assessing and planning for such infrastructure would continue through on-going liaison with key infrastructure providers and as the Council develops the Allocations Development Plan Document (DPD). The Inspector also noted that in some cases new development can enhance or improve existing facilities and services as well as providing new facilities.

- 2.10 It is important to stress that the Government requires Council's to plan positively to meet the needs of their populations. Both housing and infrastructure requirements are being driven by an expansion in the number of households in the District. It is not possible or appropriate for Council's to ignore the need for new homes simply because of concerns over the level of associated infrastructure required. That is why the Council has produced, in line with Government guidance a Local Infrastructure Plan. The development of Local Plans will assist infrastructure delivery as it will give certainty to service and infrastructure providers on the locations and scales of future development and allow them to bid and secure funding for expanded or new services. The Planning Service continues to liaise with infrastructure and service providers both within the Council itself such as the Education Service and with external partners such as the health service and utility providers. The need of infrastructure is examined and subject to scrutiny at all stages of the planning process from the production of strategic plans and site allocation plans but equally some service issues cannot be addressed and considered in detail until the point where a planning application is submitted.
- 2.11 The Council has now commenced work on the Site Allocations DPD with Issues and Options consultation taking place in May to July 2016. This sought views on the potential site allocations using all the sites on our books at that time and also invited views on a draft site selection methodology. The sites which were consulted upon were based on the most up to date Strategic Housing land Availability Assessment (SHLAA). The SHLAA contains a mixture of sites ranging from those which have already attained some form of planning status as appropriate sites (via allocation in the RUDP or via planning consents) to speculative proposals by land owners including areas of green belt. The SHLAA is a technical study focusing on the developability of sites and does not itself recommend or make decisions on which should be allocated in the Local Plan.
- 2.12 The Council received a number of comments during the Issues and Options consultation including some relating to the sites in Clayton and these will be considered as part of the wider technical work programme for site assessments which will be completed over the next year. Once this technical work has been completed the Council will undertake further consultation on the preferred package of sites and designations. All communities will have an opportunity to comment on the proposed sites. Following that consultation further changes will be made before finalising the plan for submission for Examination. Prior to submission the community would have a final opportunity to make representations which would then be considered by an Inspector at examination.
- 2.10 Although much of the land supply to meet housing quantum's will need to be new sites identified within the new Allocations DPD it is important to stress that there are

already a number of sites which were either identified within the RUDP for development or which have been granted planning permission which could come forward in the meanwhile. In Clayton there are 3 sites allocated as safeguarded land. Namely:

BW/UR5.3 BACK FOLD, CLAYTON (1.63 ha)

BW/UR5.4 FERNDALE/BROOK LANE, CLAYTON (3.29 ha)

BW/UR5.7 LAND AT WESTMINSTER DRIVE, CLAYTON, BRADFORD (4.07 ha)

- 2.11 These safeguarded land sites were allocated in the RUDP as acceptable in principle for development but beyond the plan period (2014). However the commentary for each site recognised there were infrastructure issues which would have to be overcome and also careful consideration of local impact. These sites are now considered as part of the suitable and available supply in the five year land supply (see paragraph 3.11 below), subject to the satisfactory overcoming of the infrastructure issues and detailed considerations.

Conclusion

- 2.12 The Council notes the concerns raised by the Petition which are mirrored by similar concerns about development and change in most communities across the District. The Core Strategy process and examination considered these exact same issues carefully to provide a robust policy framework which aims to manage development in the most appropriate way based on local knowledge and evidence in line with national policy. The Core Strategy in this respect recognises the challenges for all communities in managing such significant growth and puts in place appropriate checks and balances both for how sites will be selected and also for decisions on development proposals submitted via planning applications.
- 2.13 The issues raised by the petition related to the possible allocation and development of the sites. As noted above the decision on the allocation of new sites in Clayton has not yet been made and will be part of the work over the next 2-3 years. In this respect the issues and concerns should most appropriately be considered through the local plan process. The Council in its work will clearly look to assess all sites to ensure the most appropriate ones are allocated. This will look at a range of considerations in order to minimise impacts and seek to mitigate where needed. The Community and other stakeholders will have several opportunities to comment on the emerging Allocations and the choices and work of the Council prior to examination. Information on the Local Plan is made available on the Council's web site and anyone interested can ask to be put on the electronic notification database for the local plan.
- 2.14 In advance of the Local Plan allocations being put in place the Council is required to consider all planning applications on their own merits in line with NPPF presumption (see paragraph 3.1 below). In this respect the Council cannot place a moratorium on development. Communities have an opportunity to make representations on planning applications which would then be considered when coming to a decision.

3. OTHER CONSIDERATIONS

- 3.1 The Council has a statutory duty to prepare an up to date local plan. The National Planning Policy Framework (NPPF) presumption in favour of sustainable

development makes clear that decisions should be made against the Local Plan. For planning decision it states that this means:

- approving development proposals that accord with the development plan without delay; and
 - where the development plan is absent, silent or relevant policies are Out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted
- 3.8 The RUDP was adopted in 2005 and most of its policies saved in 2008. The RUDP plan period was only until 2014 and had a land supply which reflected much lower levels of housing need than that which is now required to be delivered. .
- 3.9 The land supply elements of the RUDP are therefore already considered as out of date.
- 3.10 The reliance on the remaining unimplemented former RUDP housing site allocations together with other more recent planning consents means that the Council is and will continue to be unable to demonstrate, as required by the NPPF, that it has an appropriate supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 20% (moved forward from later in the plan period), to ensure choice and competition in the market for land. In such circumstances paragraph 14 of the NPPF applies.
- 3.11 The latest Strategic Housing Land Availability Assessment (SHLAA) update demonstrates that the Council does not currently have a five year supply in line with NPPF. It currently stands at 2.3 years. This includes the current safeguarded land allocations in the RUDP. Given the scale of the housing requirement the only way the District can ensure a 5 year supply is to allocate more land through the new Local Plan. The Core Strategy includes policies to promote and encourage the development of brown field sites and this is reflected in the Council's efforts to promote development and regeneration in a number of areas including the City Centre and the Canal Road Corridor. However, the SHLAA also indicates that it will be impossible to meet housing needs without the release of both green belt and green field land and this is a position which has been confirmed and endorsed by the appointed Core Strategy Examination Inspector. This position is not unique to Bradford SW and Clayton but is also the case in most areas across the District.
- 3.12 Given the presumption in NPPF all planning applications need to be considered on their own merits with reference to the adopted local plan, national policy other material considerations.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 There are no financial or resource implications.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The Local Plan preparation is overseen by Executive with the submission and adoption being decisions for Full Council.

6. LEGAL APPRAISAL

- 6.1 The Council's Core Strategy was adopted by Full Council on the 18th July 2017 and the period of challenge has now passed. The Allocations DPD, will be part of the Local Plan if adopted and will deliver the vision and objectives set out within the Core Strategy. The Local Plan is prepared in line with the appropriate, legislation (UK and EU), regulations and guidance, in particular the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2012 and Planning and Housing Act 2016 and it is considered that any concerns raised by the Petitioners would be more adequately and appropriately dealt with under the statutory procedure as outlined within this report

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

- 7.1.1 The consultation on the Local Plan Document will be undertaken in line with the Statement of Community Involvement, which sets out how the Council will seek to engage the community in the preparation of development plan documents. In order to achieve this it seeks to set a framework to ensure representative and inclusive involvement and engagement at all stages of document preparation. Particular consideration is given in the document to hard to reach groups. In addition the Local Plan documents are subject to an Equality Impact Assessment screening.

7.2 SUSTAINABILITY IMPLICATIONS

- 7.2.1 All Local Plan Development Plan Documents are required to be subject to Sustainability Appraisal (SA) including Strategic Environmental Appraisal (SEA) at all key stages. The SA seeks to assess the likely impacts of the policies and proposals of the relevant plan.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.3.1 The Local Plan is subject to Sustainability Appraisal throughout it's development, which identifies the likely impacts of the Plan and where appropriate any mitigation to manage any negative impacts.

7.4 COMMUNITY SAFETY IMPLICATIONS

- 7.4.1 There are no direct community safety implications arising from this report.

7.5 HUMAN RIGHTS ACT

- 7.5.1 The adopted Statement of Community Involvement sets out how all individuals can have their say on the development plan documents and planning applications. Anyone who was aggrieved by a Local Plan document as drafted has a right to be heard at an independent examination in public following submission to the Secretary of State.

7.6 TRADE UNION

- 7.6.1 There are no Trade Union implications.

7.7 WARD IMPLICATIONS

- 7.7.1 The report relates to the Clayton ward.

8. NOT FOR PUBLICATION DOCUMENTS

- 8.1 None

9. OPTIONS

- 9.1 The Executive should note the issues raised in the petition. The issues raised will be considered together with other comments received to the Issues and Options consultation on Land Allocations as the work progresses to preferred options.
- 9.2 The statutory local plan process is the most appropriate and suitable avenue for the formal consideration of any concerns regarding the allocation of land in Clayton. To this end Executive should recommend those with an interest engage with the Local Plan process over the next 2 –3 years. This allows representations on the allocation choices and evidence and ultimately an opportunity through examination for any concerns which they may still have to be considered by an independent Inspector. Similarly, the public can raise their concerns to any submitted planning applications for consideration in coming to a decision whether to approve.

10. RECOMMENDATIONS

- 10.1 The Executive is recommended to note the contents of petition
- 10.2 That the Assistant Director (Planning Transportation and Highways) receive the issues for consideration as part of the local plan preparation process

11. APPENDICES

1. Covering Letter to the petition

12. BACKGROUND DOCUMENTS

- 12.1 Local Development Scheme (July 2014)
- 12.2 Core Strategy (July 2017)
- 12.4 National Planning Policy Framework
- 12.5 Statement of Community Involvement

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Ref: Petition to Keep Clayton Green

Please find enclosed a petition to ask you reconsider your approach to residential development on the green spaces of Clayton and the wider Bradford area.

The Local Plan for Bradford District Development - published in May 2016 - shows a number of possible sites allocated for development that will further denude the green spaces of Clayton that are all part of the social amenity that we all know and love. An amenity that develops community cohesion, encourages physical activity and improves general health and wellbeing. The first potential development is in the pipeline with the commercial house builder Barratt's currently exploring the opportunity to build 95 houses on a field at the top of Westminster Avenue. Clayton the village was not built to cope with such widespread development. The consequence of this potential housing expansion will significantly impact on the following:

- Increased traffic congestion on already busy narrow roads and lanes, growing road safety concerns
- Permanent damage to the village's character and environment and further marginalising important wildlife
- Place additional pressure on already over-subscribed schools and health centres and other key infrastructure.

Keep Clayton Green Action Group was formed by concerned residents of the village and its aims are:

- The preservation, conservation and protection of the Clayton and the wider community's green environment - whether green fields, green spaces or green belt from inappropriate development.
- To promote to the public of Clayton, the wider communities and key stakeholders the benefits relating to sustainable development, the protection of the environment in the local area and the benefits of those green spaces as a social amenity.

It is acknowledged that there is a major need for housing that addresses the key needs of the area, particularly social housing. However, a strategic approach that does not prioritise brownfield sites, focus on bringing back empty houses and buildings in to use or address the key infrastructure and environmental concerns highlighted is neither appropriate nor sustainable.

Similarly an approach that neither recognises nor addresses, through a lack of integration, other key issues such as: community cohesion; inter-generational loneliness and isolation; general health & wellbeing and mental health concerns; the rising numbers of people living with Dementia; and the increasing older population, particularly at a time of financial constraint where resources are limited.

On behalf of Keep Clayton Green Action Group and the residents of Clayton we ask you to review and revise your approach to residential development on the green spaces of Clayton and the wider Bradford area.

Any questions you may have can be addressed via email at info@keepclaytongreen.co.uk Thank you for taking the time to read this and your consideration in this matter.

Yours faithfully,

Rachel Fox

Treasurer

On behalf of Keep Clayton Green Action Group 5th July 2017



Report of the Strategic Director Corporate Services to the meeting of Executive to be held on 10 October 2017

V

Subject:

A Council Tax Reduction scheme for 2018/19

Summary statement:

Legislation requires each Billing Authority to consider, annually, whether it wishes to revise its Council Tax Support arrangements

Since 2013/14, funding for Council Tax Reduction is provided through the Revenue Support Grant. The Revenue Support Grant has been subject to reductions annually, and is expected to reduce to zero by 2020/22. Continued funding of Council Tax Reduction is, therefore, becoming a significant financial pressure for the Council

This report considers the impact of the Council Tax Reduction scheme on the Council's budget and Medium Term Financial Strategy; and the burdens that the inclusion of all working age households in the scope of Universal Credit from March 2018 will have on the administration and delivery of the current Council Tax Reduction scheme

Executive is asked to make a decision on the scheme for 2018/19 to go out to consultation

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Overview & Scrutiny Area:

Corporate

1. SUMMARY

- 1.1. Legislation requires each Billing Authority to consider, annually, whether it wishes to revise its Council Tax Support arrangements.
- 1.2. Since 2013/14, funding for Council Tax Reduction is provided through the Revenue Support Grant (RSG). The RSG has been subject to reductions annually, and is expected to reduce to zero by 2020/22. Continued funding of Council Tax Reduction is, therefore, becoming a significant financial pressure for the Council.
- 1.3. This report considers the impact of the Council Tax Reduction scheme on the Council's budget and Medium Term Financial Strategy and the burdens that the inclusion of all working age households in the scope of Universal Credit, from March 2018, will place on the administration and delivery of the current Council Tax Reduction scheme.
- 1.4. Executive is asked to make a decision on the scheme for 2018/19 to go out to consultation.

2. BACKGROUND

- 2.1. As part of its welfare reform programme the Government passed responsibility for providing Council Tax Support for working age claimants to Local Authorities; with effect from April 2013. The funding provided to councils and major precepting authorities was an amount equal to forecast expenditure, less 10%. This funding stream was subsequently subsumed into the Revenue Support Grant.
- 2.2. Council Decision (11 December 2012) was to adopt a Localised Council Tax Support scheme, known as Council Tax Reduction (CTR) for 2013/14. The means tested scheme applied to all working age claimants; with entitlement for support assessed on 75% of the net Council Tax liability.
- 2.3. The scheme for Pension age claimants, which assesses entitlement for support based on 100% of the net Council Tax liability, is prescribed nationally. The Council cannot make any amendments to the pension age scheme.
- 2.4. Council Decision (8 December 2015) was to amend the CTR scheme to increase the maximum level of support to 100% of net Council Tax liability for claimants in receipt of the Severe or Enhanced Disability Premium, or the Carers Premium.
- 2.5. The Government provided £29.8m to fund the CTR scheme in 2013/14 via the Revenue Support Grant (RSG). RSG has, since then, been reduced significantly, and is expected to reduce to zero in 2020-2021. Continued funding of Council Tax Reduction is, therefore, becoming a significant financial pressure for the Council.
- 2.6. Universal Credit (UC) replaces Income Support, Income-based Jobseekers Allowance, Income-based Employment and Support Allowance, Working Tax Credit, Child Tax Credit, and Housing Benefit with a single monthly payment. UC for newly unemployed single working age claimants was introduced across the Bradford District in November 2015.

- 2.7. Universal Credit will be expanded from March 2018 to include all working age households. New benefit applications will be made directly for UC while existing claimants will gradually migrate across so that by March 2022 all claimants will be on UC. Council's that have already moved to UC report collection difficulties as a result of continual revisions of liability that monthly UC assessment creates.
- 2.8. Executive Decision (11 October 2016) was to continue the CTR scheme in 2017/18 un-amended; and that a report is submitted "... detailing the options for a new model of Council Tax Support, including an analysis of the impact on the Medium Term Financial Strategy..."

3. OTHER CONSIDERATIONS

Council Tax Reduction (CTR) Scheme

- 3.1. The cost of the CTR scheme is now difficult to support. Table 1 shows how this has changed over time. In the first year of the local scheme, Government funding for council tax support, £29.8m, was added to the Revenue Support Grant (RSG), bringing it up to around £183m in 2013/14. The eventual cost to Bradford in that first year was £27.8m, or 15.2% of RSG. Since then the removal of Government grant has seen the RSG reduce to £63m in the current financial year, and CTR accounted for 46% of it. In 18/19, when RSG drops to £48.5m, it will account for over 63% of the funding.

	Full cost	Bradford's cost	RSG	% of RSG
2013/14	£32,710,000	£27,803,500	£182,863,000	15.2%
2014/15	£31,480,000	£26,758,000	£149,374,000	17.9%
2015/16	£30,320,000	£25,772,000	£107,391,000	24.0%
2016/17	£33,060,000	£28,101,000	£83,947,000	33.5%
2017/18*	£34,447,853	£29,280,675	£62,849,000	46.6%
2018/19	£36,170,246	£30,744,709	£48,539,000	63.3%

Table 1

- 3.2. There are currently more than 46,000¹ households, including pension age claimants, in receipt of CTR. Of these, 63% have their eligibility assessed on 100% of their net Council Tax liability. The CTR caseload is made up of;
- 16,989 - Pension age claimants (assessed on 100% of net Council Tax liability)
 - 12,728 - Working age claimants in receipt of the Severe or Enhanced Disability Premium, or the Carers Premium (assessed on 100% of net Council Tax liability)
 - 17,134 - Working age, all other claimants (assessed on 75% of net Council Tax liability)

¹ Caseload figures as at August 2017

- 3.3. At first the CTR caseload reduced (Appendix 1) for both working age and pension age claimants. The reduction in caseload of working age claimants was initially ascribed to the upturn in the local economy; but the working age caseload now appears to have plateaued and during 2017 has started to increase (graph 1). The reduction in pension age claimants (graph 2) is predominantly due to pension-age equalisation and is likely to continue to reduce while the Government's pension-age equalisation programme continues.
- 3.4. The cost of council tax support has not reduced in line with the reduction in caseload due to the introduction of increased support for claimants in receipt of the Severe or Enhanced Disability Premium, or the Carers Premium.
- 3.5. Most local authority council tax support schemes (264 out of 326) include a "minimum payment"; which requires everyone to pay at least some council tax regardless of income.
- 3.6. If Executive considers that the cost of council tax support is not sustainable, and is minded to reduce its cost, savings can only be made by making amendments to the working age CTR scheme.

Universal Credit (UC)

- 3.7. UC across the Bradford District currently applies to newly unemployed single working age claimants.
- 3.8. Its scope will be expanded from March 2018 to include all working age households. All new benefit applications will be made directly for UC while existing claimants will eventually migrate across; so that by March 2022 all claimants will be on UC.
- 3.9. UC claimants are assessed monthly by the DWP, and the Council is notified of any change that may affect CTR entitlement.
- 3.10. Each UC notification requires a re-assessment of the claimant's CTR entitlement. If an adjustment to entitlement is required, no matter how small, a new Council Tax bill is issued together with revised payment arrangements. This re-billing has the effect of delaying recovery of the council tax due.
 - For the claimant, billing delays mean that there are fewer instalments over which to spread their payments, which may increase the amount due in each instalment; leading to, or worsening, payment difficulties
 - For the Council, collection becomes increasingly difficult. Council's that have already moved to full UC report collection difficulties as a result of continual revisions of liability.
- 3.11. The remainder of this report sets out changes to the current scheme that will reduce the financial burden of CTR on the Council's budget, and to mitigate the adverse impacts of the introduction of UC Full Service.

Proposals to reduce the cost of the scheme

- 3.12. This proposal identifies three ways of reducing the financial burden of the scheme.

Each of them will bring challenges, but as a means tested scheme is retained those with lower incomes will remain entitled to more support than those with higher incomes. The 3 changes are shown in paragraphs 3.13 – 3.15.

- 3.13. Making changes to the maximum level of support a working age household can receive would make a significant reduction to the cost of the scheme. Setting the maximum for all working age recipients at 70% would mean that;
- the additional protection for those in receipt of the Severe or Enhanced Disability Premium, or the Carers Premium (12,728 claimants) would be removed
 - This would mean all working age households would be assessed on the same criteria. Those with a disability, carers and families would continue to receive more due to an additional needs allowance used in the calculation of their entitlement.
- 3.14. Capping support to that of a Band A property (a Band Cap) would have the effect of limiting the amount of benefit received by higher Band properties. Around 100 other council schemes include a Band cap. Limiting support to that of a Band A property would mean that;
- all claimants living in Band B to H properties, around 8,800 claimants, would see a reduction in their entitlement
 - those in a Band A property would not have their entitlement reduced; and the size of any reduction for Band B properties and above would increase in proportion to the increase in Council Tax Band
- 3.15. Finally, limiting entitlement of CTR to those that qualify for £4.00 or more per week would see support focused on the lowest income households; 1,276 of current claims would be affected by this change.
- 3.16. Taking all these changes together, all households would see a reduction in their entitlement, with around 2,000 losing entitlement altogether.
- 3.17. Second Adult Rebate can be given to claimants who are not eligible to claim a single person discount because they have another adult living with them; if that adult is not their partner and is on a low income. However, second adult rebate is not based on the council tax payer's income, or ability to pay, but on the income of the person who is living with them.
- 3.18. The removal of Second Adult Rebate would help to ensure that everyone receiving Council Tax Reduction is treated fairly and consistently and the Council Tax Reduction scheme is targeted at supporting those who are least able to pay. There are currently 176 claimants in receipt of second adult rebate at an annual cost of £33,000. 214 councils have reduced or removed the second adult rebate from their schemes.
- 3.19. Some claimants could be impacted by more than one change. Appendix 2 shows the effect that applying these changes will have on some claimants.

Proposal to changes the scheme to reflect the move to Universal Credit

- 3.20. By introducing a Minimum Change element within the current CTR scheme would provide some mitigation for the impact of UC notifications from March 2018. If a

change in income is within specified parameters, no change is made to the claimant's liability. When income changes outside the specified parameters, liability will be revised.

- 3.21. Setting a Minimum Change threshold at £1 per week is the equivalent to a £5 a week change in a claimant's income. Based on the 3 month period June to August 2017, 30% of reported changes resulted in a change to entitlement of less than £1.00 per week.
- 3.22. It is not possible to predict the number of claimants this would affect, and it is unlikely to have an impact on the cost of the scheme. However, it will simplify administration and remove some of the reported difficulties in collection.
- 3.23. In order to align Council Tax Reduction with Universal Credit, it is proposed to use a minimum level of income for those who are self-employed. This would be in line with the National Living Wage for 35 hours worked per week (variations would apply to part-time workers). Those with income above this amount would have their actual income used in the calculation of their CTR. There are currently around 1,500 self-employed claimants. This would be applied from the time the claimant migrates to Universal Credit and would not apply for the first year of self-employment when actual earnings would be taken in to account.

Providing support for those affected by changes to the CTR scheme

- 3.24. The Council is required to consider if, and what, support arrangements it might need to put in place to help those adversely impacted by changes to Council Tax Support arrangements.
- 3.25. If Executive is minded to provide short-term support to help CTR claimants adapt to the changes, the Council could introduce;

Either

- 3.25.1. A scheme that protects entitlement to a set level in each year. This would then phase in the reduction in entitlement over one, two or more years.
 - The Council will specify the changes (if not all) that would attract protection and to what extent
 - These protections would be applied to all eligible claimants irrespective of financial need

Or

- 3.25.2. A Discretionary scheme, which would provide support based on the financial need of claimants and their individual circumstances; again over one, two or more years
 - not everyone adversely affected by changes to the scheme would automatically receive support
 - the level of support provided would be based on individual circumstances (not a fixed amount)
- 3.26. An overview of how these schemes would operate is set out in Appendix 3. Funding for the cost of any support arrangements, and its administration, would reduce any savings that changes to the CTR scheme would provide.

Consultation Requirements

- 3.27. The Police and Fire & Rescue Services, as the major precepting authorities and as required by legislation, have been consulted on the options for changes to the current scheme. A verbal update on the outcome of the consultation will be given to the Meeting of the Executive.
- 3.28. Views on the development and shaping of a new or revised CTR scheme has also been sought from Corporate Overview & Scrutiny Committee and from Advice Services. A verbal update of the views and comments expressed by those consulted will be given to the Meeting of the Executive.
- 3.29. If Executive is minded to change its CTR scheme, legislation requires that consultation must be undertaken on the proposed scheme with those persons who are likely to have an interest in the operation of the scheme before a final decision on the scheme is made.
- 3.30. It is proposed that, if Executive is minded to amend the CTR scheme, a six week consultation on the proposed changes is undertaken with the public and others. The consultation will be undertaken via questionnaire and promoted through the Council's website, press and social media.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1. The Council's 2017-18 budgeted loss of Council Tax income due to Council Tax Reduction, was £28.6m. Based on current projections, the loss of Council Tax income is forecast to be slightly higher at £29.2m.
- 4.2. The loss of Council Tax income of around £34m quoted in table 1, (paragraph 3.4) includes the Council Tax foregone by the Preceptors. As a general rule, 85% of Council Tax billed is the Council's and 15% goes to the preceptors.
- 4.3. Prior to 2013-14, Council Tax Reduction was funded by the Government with a direct grant. From 2013-14, it was funded by the Council but the Government provided compensation via an RSG increase of £29.8m. This increase brought the RSG up to £183m in 2013-2014. In its first year, CTR accounted for 15% of RSG. Since then, RSG has reduced and in 2017/18 is £63m, with CTR accounting for 46% of this. RSG is expected to reduce to zero in 2020-2021.
- 4.4. If, after consultation, the recommendation is adopted, the Council Taxbase will increase by 3,180 Band D equivalents. This would see Bradford's share of Council Tax receipts increase by approximately £4m. This figure is based on an analysis of the impact of the changes on the current CTR caseload.
- 4.5. This takes no account of the costs of any transitional support scheme, nor the cost of administering that scheme. If appropriate these will be included in a subsequent report to the Executive

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1. Legislation requires that, if the Council is minded to amend or replace its CTR scheme, consultation must be undertaken on the proposed changes with those persons who are likely to have an interest in the operation of the scheme before a decision on the final scheme is made.
- 5.2. Any revised scheme must be adopted by Full Council by 31 January 2018, and be operational by 1 April 2018.
- 5.3. Adopting any changes made to the 2017/18 CTR scheme would constitute the new 2018/19 Council Tax Reduction scheme from the time of adoption (with appropriate effective implementation date) until such time as the scheme is further amended.

6. LEGAL APPRAISAL

- 6.1. A Council tax reduction scheme is made under section 13A(2) Local Government Finance Act (LGFA) 1992 – as amended by the Local Government Finance Act 2012 - and applies to (a) Persons whom the authority considers to be in financial need, or (b) Persons in classes consisting of persons whom the authority considers to be, in general, in financial need.
- 6.2. Before making a Council Tax Reduction Scheme and when proposing a replacement or alteration to an existing scheme the Council must consult with its major pre-accepting authorities i.e. the Police and the West Yorkshire Fire Service. It must then publish a draft of any amended or new scheme and then consult with persons who it considers are likely to have an interest in the operation of the scheme in accordance with schedule 1A para 3 and 5 LGFA 1992 (as amended).
- 6.3. Any change made to the existing (2017/18) CTR scheme will constitute a new Council Tax Reduction scheme, with effect from 1 April 2018 until such time as the scheme is further amended. Any such revised scheme must be adopted by Full Council by 31 January 2018.

7. OTHER IMPLICATIONS

7.1. EQUALITY & DIVERSITY

- 7.1.1. The Equality and Diversity implications of the current Council Tax Reduction scheme were considered as part of the Council's decision making process. If Executive proposes any changes to the scheme, consultation will be undertaken, together with an Equality Impact Assessment, to inform the Council's decision.

7.2. SUSTAINABILITY IMPLICATIONS

- 7.2.1. There are no Sustainability implications directly arising from this report. Any considerations that arise as a result of decisions made by Executive following this report will be addressed within the context of those decisions.

7.3. GREENHOUSE GAS EMISSIONS IMPACTS

- 7.3.1. There are no greenhouse gas emissions impacts.

7.4. COMMUNITY SAFETY IMPLICATIONS

7.4.1. It is not possible to provide a direct correlation between crime and welfare changes, but an increase in acquisitive crime may continue as the welfare reforms impact.

7.5. HUMAN RIGHTS ACT

7.5.1. There are no Human Rights implications arising from this report. Any considerations that arise as a result of decisions made by Executive following this report will be addressed within the context of those decisions.

7.6. TRADE UNION

7.6.1. There are no Trade Union implications

7.7. WARD IMPLICATIONS

7.7.1. There are no Ward implications directly arising from this report. However, any variance to, or move away from, the current Council Tax Reduction scheme will impact on households across the district; and the change will impact variably across the district. Any such considerations that arise as a result of decisions made by Executive following this report will be addressed within the context of those decisions.

7.8. AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not Applicable

8. NOT FOR PUBLICATION DOCUMENTS

8.1. None

9. OPTIONS

Option 1 – Retain the CTR scheme as it is

Pros

- The scheme is established and understood,

Cons

- Impact of changes in entitlement created by the introduction of Universal Credit will increase council tax collection difficulties, and payment difficulties for residents
- The cost of the scheme would not be reduced,

Option 2 – Undertake consultation on the proposed changes to the CTR scheme, as set out below, to inform a future Executive Decision

- The maximum amount of support is changed to 70% of that of a Band A property for all claimants
- Entitlement is limited to £4.00 per week or more
- Second Adult rebate is removed
- Any change in circumstances that do not result in entitlement to Council Tax Reduction changing by more than £1 per week will not be made
- When a self employed resident claims Universal Credit, their income level for Council Tax Reduction purposes will be assessed in the

same way as it is for Universal Credit, i.e. by using a minimum level of income

Pros

- Reduces the cost of the CTR scheme
- Mitigates the adverse impacts of Universal Credit
- Ensures support is targeted at those in most financial need

Cons

- Support for those in receipt of the Severe or Enhanced Disability Premium, or the Carers Premium will have their maximum entitlement reduced from 100% to, 70%
- Other working age claimants will lose some or all CTR entitlement

10. RECOMMENDATIONS

- That the Strategic Director of Corporate Services is instructed to undertake public consultation on the proposed amendments as set out in option 2 above to the CTR scheme to inform a future Executive decision on the scheme to be operated from 2018/19
- That the Strategic Director of Corporate Services is instructed to develop options to mitigate the impact of the proposed changes to the CTR scheme

11. APPENDICES

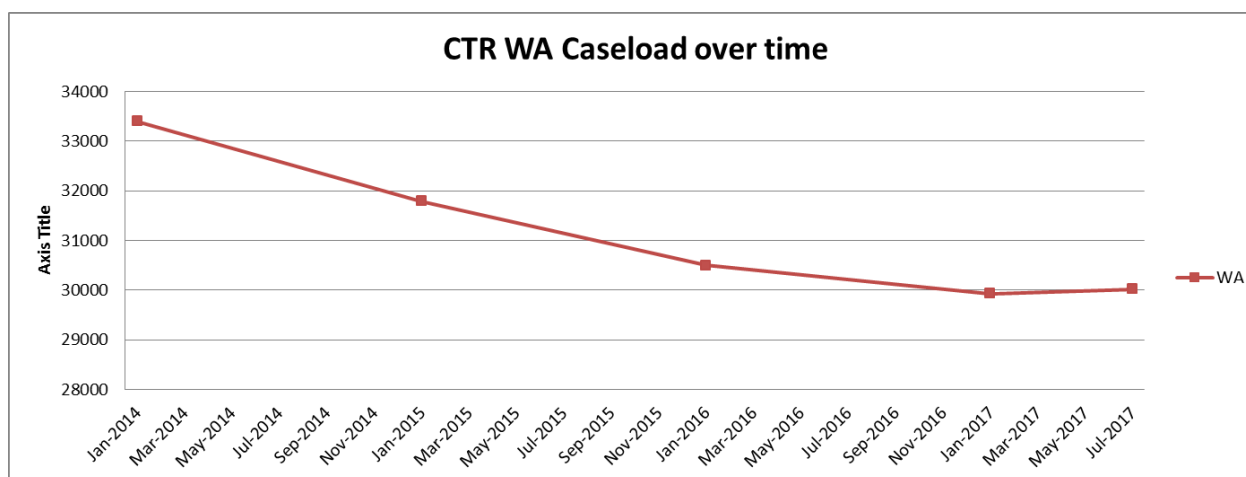
- Appendix 1: CTR Caseload Analysis
- Appendix 2: Impact Analysis of proposed CTR scheme changes
- Appendix 3: Support Schemes - Outline

12. BACKGROUND DOCUMENTS

- Local Government Finance Act 2012
- Localised Council Tax Support: Executive Report, 1 December 2015
- Localised Council Tax Support: Executive Report, 15 September 2015
- CBMDC Council Tax Reduction scheme
- CBMDC Medium Term Financial Strategy

CTR Caseload Analysis

Graph 1 – Change in Working Age Caseload over time



Graph 2 – Change in Pension Age Caseload over time

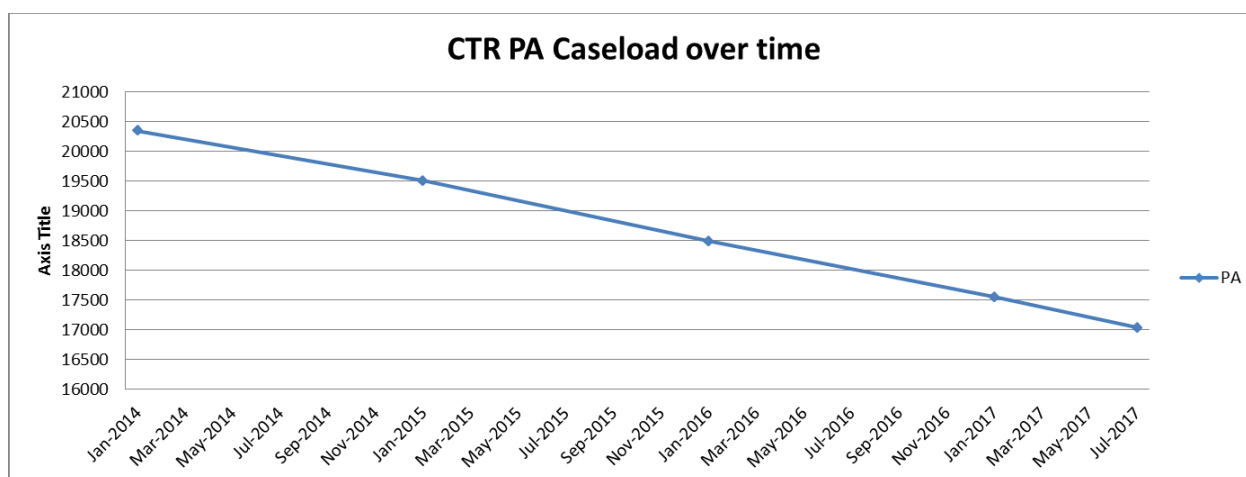


Table 1, Summary of CTR caseload change over time

	Pension Age	Working Age	Total Caseload	Bradford's cost*
Jan-2014	20,347	33,399	53,746	£27,803,500
Jan-2015	19,506	31,797	51,303	£26,758,000
Jan-2016	18,490	30,496	48,986	£25,772,000
Jan-2017	17,557	29,935	47,492	£28,101,000
Jul-2017	17,044	30,022	47,066	£29,280,675

* Bradford's cost relates to the financial year, for example 2013/14

Impact Analysis of proposed CTR scheme changes

Table 1

Impact of applying changes to the level of protection, capping support at Band A, and a £4 minimum Entitlement

Household circumstance	Impact	Weekly Council Tax	Weekly CT Reduction	Proposed weekly CT Reduction	Weekly reduction
Single disabled householder on full ESA living in band A property	Loses protection	£14.13	£14.13	£9.87	£4.26
Family, with disabled mother, neither in work, living in band C	Loses protection and entitlement restricted to 70% of Band A	£25.12	£25.12	£13.15	£11.97
Couple, one disabled, one in low paid work, living in band B property	Loses protection and entitlement restricted to 70% of Band A	£21.98	£21.98	£13.55	£8.43
Single man, out of work, living in band C property	Entitlement restricted to 70% of Band A	£18.84	£14.13	£9.90	£4.23
Couple, both out of work in band A property	Entitlement now assessed on 70% rather than 75% of charge	£18.84	£14.13	£13.15	£0.98
Couple, both out of work in band B property	Entitlement restricted to 70% of Band A	£21.98	£16.44	£13.15	£3.29
Working couple living in band A property	Entitlement now assessed on 70% rather than 75% of charge	£18.84	£10.86	£9.90	£0.96
Single woman, in work, living in Band B property	Entitlement restricted to 70% of Band A	£16.49	£12.33	£9.87	£2.46
Single man, in work, living in Band C property	Entitlement restricted to 70% of Band A	£18.84	£14.09	£9.87	£4.22
Working couple living in band A property, higher than minimum wage income	Entitled to less than £4:00 per week, therefore lose all benefit	£18.84	£2.52	£0.00	£2.52

Support Schemes - Outline

A scheme to phase in reduction in entitlement

A reduction in entitlement can, under a transitional protection scheme, be phased in over one or more years. Those claimants who are, under the current scheme, classed as vulnerable and therefore entitled up to a maximum 100% reduction would see the maximum reduce to 70% in line with all other working age claimants in the new CTR scheme.

To allow claimants time to adjust, the Transitional Protection scheme would 'top up' claimants' eligibility. So, for example, if the scheme is for two years, in year 1 (2018/19) the maximum could reduce to 90% and then reduce to 80% in year 2; in 2020/21 the maximum would equalise at 70%.

For all new claims (after 1 April 2018) from those who would have previously been classed as Bradford Vulnerable will be assessed on the level applicable in the year that the application is received.

Discretionary Scheme

This scheme would provide support to those in financial hardship because of a change in the level of support provided by the CTR scheme. Awards would be based upon a household's particular financial circumstances. They would be required to show that they were unable to pay the additional charge caused by the change to the CTR scheme.

Its availability would be publicised and customers would be required to apply. Support from the scheme will not be available for new CTR claims made after 1 April 2018.

An award may be considered where;

- a person was entitled to protected status in their CTR
- changes to the scheme mean that the claimant is no longer entitled to protected status, but otherwise would have qualified for protected status had the scheme not changed and;
- the claimant has demonstrated financial hardship and that they are unable to pay the Council Tax due

When determining if there is financial hardship account will be taken of all of the claimant's and any partner's income and expenditure and determine if they have surplus income with which to pay their Council Tax.

- Savings will be taken into account
- The income of other adults living in the household will be considered including the contribution they are making towards the household costs
- Specific allowances will be made in respect of actual expenses incurred by the claimant and their partner to cover extra health-related expenses for example

There will be an appeals process for anyone who disagrees with a decision made on their Discretionary Protection claim; this could lead to the case being heard by the independent Valuation Tribunal.

The scheme would run for 2018/19 and 2019/20 if applicable changes are implemented from 1 April 2018.

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Report of the Strategic Director of Children's Services to the meeting of Council Executive to be held on 10th October 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 the Council Executive on 20th September 2016 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It particularly focuses on the 9 Point Strategic Response to CSE and how it is used by BSCB and partners in work to drive improvements across the District's safeguarding partnership and to hold agencies to account for their work in their area.

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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 Council Executive on 20th September 2016 and subsequently to the District's Area Committees regarding the issue of child sexual exploitation (CSE). It particularly focuses on the 9 Point Strategic Response to CSE and how it is used by BSCB and partners in work to drive improvements across the District's safeguarding partnership and to hold agencies to account for their work in this area.
- 1.2 Within Bradford, CSE is an issue which Bradford Council and its partners take very seriously. West Yorkshire Police, Bradford Children's Services and other partners have developed a multi-agency response through the CSE Hub. Concerns around CSE are dealt with through the hub and information around concerns is available via http://bradfordscb.org.uk/?page_id=13
- 1.3 Since the last report, progress has been achieved in improving the response to CSE. In summary:
- 1.4
- Review of the BSCB in light of the Wood review and Children and Social Work Act
 - Further review of the CSE Hub around operational functionality
 - Refresh of the 9 Point Strategic Response to CSE
 - Introduction of a monthly CSE Operational meeting to compliment daily activity and the strategic CSE Sub-group
 - Completion and publication of 2 serious case reviews around CSE
 - Co-location of Local Authority and Police resources to oversee Missing Children
 - Establishment of JTAI sub-group allows continual quality assurance
 - Recent JTAI inspection recognised effective arrangements around child protection
 - Innovative methods of raising awareness through Safeguarding Stories, Mr Shapeshifter, Someone's Sister and Someone's Daughter and Police Cyber Teams
 - Barnados Nightwatch and Police Problem Solving Teams continues to work effectively with the industry sector and night time economy
 - Increased communication and awareness through the BSCB and CSE campaigns
 - Appendix 1, details information of the multi-agency CSE Hub April 2016 – March 2017.
 - Training has been delivered to elected members on CSE with a specific session on CSE and boys being delivered by BLAST to raise awareness of the issues relating to boys following the Jack SCR.
 - An Internet safety Conference was delivered in May 2017 with national speakers, which brought together over 100 partners to consider the impact of the internet on children's safety.

Appendix 2 provides an update against the key action plans and improvement plans for which BSCB is responsible:

- The Autumn SCR action plan
- The Jack SCR action plan
- The action plan resulting from the BSCB review of the multi-agency Hub
- The action plan resulting from the CSE Challenge panel.

2. BACKGROUND

2.1 National Context:

2.1 CSE has been recognised as a national threat and can manifest in many different ways and has clear links to other forms of abuse and exploitation. The Home Office and the Department for Education are the government departments leading on the response to CSE.

2.2 Following on from the definition in 2009, the government has refreshed and produced the following definition in February 2017.

*“Child sexual exploitation is a form of **child sexual abuse**. It occurs where an individual or group takes advantage of **an imbalance of power** to coerce, manipulate or deceive a child or young person **under the age of 18** into sexual activity (a) **in exchange for something** the victims needs or wants, and/or (b) for the financial advantage or increased status of the perpetrator or facilitator. The victim may have been sexually exploited even if the sexual activity appears consensual. Child sexual exploitation does not always involve physical contact; it can also occur through the use of technology.”*

2.3 Governance and Structure

The Bradford Safeguarding Children Board (BSCB) continues to provide the procedural framework for all partnership work to keep children safe within Bradford and fulfils its statutory responsibility around quality assurance and training.

2.4 In 2015, the Government commissioned a fundamental review of Local Safeguarding Children Boards (LSCBs), which was undertaken by Alan Wood and reported in March 2016. The review looked at the role and functions of LSCB to replace the existing statutory arrangements and introduce a new statutory framework for multi-agency arrangements for child protection. This required the three key agencies, namely health, police and local authorities, in an area they determine, to design multi-agency arrangements for protecting children, underpinned by a requirement to work together on the key strategic issues. A number of the recommendations from the Review have been incorporated into the Children and Social Work Act, albeit not yet in force.

2.5 A further review of the CSE Hub is now being undertaken. This is around operational activity and includes the appointment of a new harm reduction Police Sergeant and the identification of increased resources for the Childrens Services CSE team, who also work alongside Missing support workers. It is envisaged that the required changes and additional staff will be implemented from January 2018. The review will be developing specific terms of reference (TOR) for the CSE Hub. At the present time the team fall within the general MASH (Multi Agency

- 2.6 At present the CSE and MISSING sub-group reports to the main BSCB. The group oversees the implementation of the BSCB “Strategic Response to CSE” and links to other sub-groups around training, performance management and serious case reviews.
- 2.7 A new operational CSE and Missing Tactical Operations Group will meet from September on a 4 weekly basis. This will be attended by managers from the partnership and will focus upon emerging risks and vulnerabilities at a District level rather than individual case level.
- 2.8 In December 2015, BSCB undertook a partnership review of the working of the CSE Hub. It included 8 agencies and resulted in a detailed plan containing 18 actions. 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. Progress is summarised in appendix 2.
- 2.9 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 undertaken detailed mapping of the current therapeutic provision, and work continues to evaluate, assess gaps and inform future commissioning. This is a complex work stream, with numerous partners contributing and supporting the group. The group is now focussing upon how children access services, identifying gaps in provision, governance and funding arrangements. The BSCB recognises this piece of work is an on-going challenge. The results of the work will be shared with partners and a report will be presented to the Health and Well Being Board.
- 2.10 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. There has been significant progress by the partnership to improve responses to children who go missing. Senior managers report to the Office of the Chief Executive monthly to review the effectiveness of the arrangements. Dedicated Police teams who coordinate the response to missing children now sit alongside local authority staff, maximising information sharing and joint working opportunities to reduce risk to missing children.
- 2.11 Practice guidance for practitioners will be updated as well as the introduction of agreed minimum standards of practice. An escalation policy will also be developed which will complement and draw upon the work being done around professional challenge; this will ensure there is a clear process to challenge issues if needed
- 2.12 Bradford will convene a joint Board planning day bringing together members of the BSCB, Safeguarding Adults Board and the Safer and Stronger Communities Partnership. This will present an opportunity for senior leaders to consider a number of matters that are impacting upon Bradford, namely the recent JTAI inspection, the findings of the Children and Social Work Act (Wood Review) and opportunities to ensure effective collaboration between Strategic Boards and Sub-

Groups within Bradford against future financial challenges impacting across the partnership. This work will allow Bradford to consider current arrangements and governance for safeguarding children.

2.13 The 9 Point Strategic Response to CSE

2.14 The 9 Point Strategic Response to CSE is Bradford's response to CSE. This document outlined the key strategic priorities agreed by the member agencies of BSCB. It replaces the original 7 Point Strategic Response which was agreed by BSCB in July 2013, and was adopted in its current form in December 2014. The plan was subsequently revised in 2016.

2.15 The CSE Sub-group is currently refreshing the plan to take account of national and local developments and learning, whilst also recognising emerging linked threats such as Organised Crime, Modern Day Slavery and internet related influence.

2.16 The 9 strategic priorities that made up the Response are as follows:

2.17 "Our partnership response to CSE is child, young person and victim focused"

This statement describes the expectation that all agencies working with children will focus planning and services on the needs of children, consider the voice and learn from the experiences of children. Services provided to parents and carers are intended to support them in recognising and meeting the needs of their children.

2.18 It is a key responsibility of BSCB to ensure that professionals learn from practice experience and that organisations make improvements based on that learning. The BSCB has commissioned two independently led serious case reviews (SCR) in recent years around CSE. The first review, Autumn, was published in December 2016 and the Jack SCR was published in June 2017.

2.19 The BSCB has carried out two "Challenge Panels" in December 2014 and March 2016, which looked at the issue of CSE. This resulted in a BSCB action plan, with a summary of progress outlined in Appendix 2.

2.20 The Autumn review was linked to the abuse of a girl 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. Further details were provided in the previous report to the Committee.

2.21 The Jack review centred on a male child who was groomed on line and was subsequently met and abused by a number of men. These men were not connected or part of a gang and the abuse occurred individually not collectively. Twenty men were convicted of offences.

2.22 Report of the "Jack" SCR is available at <http://bradfordscb.org.uk/wp-content/uploads/2017/06/Jack-Serious-Case-Review-Overview-Report.pdf>

There are detailed action plans for both reviews. These originate from all agencies which are based on the recommendations framed by the independently led panels for the reviews. Appendix 2 outlines progress made against these action plans.

- 2.23 All agencies recognise that when a child is at risk of CSE, or has been abused in this way, it places great strain on parents, carers and siblings. BSCB has worked to influence commissioning processes in order to develop new resources to build resilience in families and to increase the knowledge and capacity of parents and carers to keep their children safe from CSE. Parents and carers tell professionals of difficulties in finding support services that work for them and their children. Even when families are in contact with those services, it can be difficult for parents and carers to know how to make sure professionals really understand the challenges they and their children face and to get the best out of the support offered.
- 2.24 Informed by the priorities of the 9 Point Strategic Response, the Council commissioned Barnardo's 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 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 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 possible effect 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.
- 2.25 The successful delivery of the educative drama "Someone's Sister, Someone's Daughter" has continued throughout the District. More than 4500 students saw this play which was aimed at year 10 students.
- 2.26 On the back of this success partners developed a further drama, aimed at Year 6 pupils. GW Theatre's CSE prevention theatre production "Mr Shapeshifter" is currently being delivered across the Bradford district with an aim of reaching 45 Bradford primary schools. Some of these schools will host other primary schools at their performances, which is intended to increase the reach to over 60 schools. Over 4500 Year 6 pupils will potentially be reached over the life time of this project.
- 2.27 Mister Shapeshifter is an exciting, very contemporary fairy tale for 11-12 year olds about the ways some adults abuse the trust children put in them and how children can protect themselves. Pre and post-performance lesson outlines will be provided for teachers and school staff, and appropriately CSE skilled people from inside and outside schools will be present to support the children and respond quickly to any issues or concerns raised by the play/work.
- 2.28 Additional resources to be produced as part of this project will include a book version and a short animated version of the play – both of which will be used to enhance the impact of the play and extend its reach and impact into families and the wider community. Parents will both be informed of and invited to performances. Robust evaluation is also built into the work. This will be a carefully planned and professionally executed piece of powerful and crucial CSE prevention activity – working boldly, but safely and appropriately with children.

- 2.29 Funding has been secured through the Office of the Police and Crime Commissioner to deliver a further 12 performances of Mr Shapeshifter to target 4 primary schools, taking into account possible areas of concern, and 4 performances of the play “Someone’s Sister, Someone’s Daughter” for secondary schools, which will be delivered in the Autumn of 2017.
- 2.30 Barnardos Nightwatch programme was launched in 2015, its aim was to safeguard children and young people from CSE by increasing awareness among businesses and services working in the night-time economy (NTE), and by developing strategies, in co-production with these businesses and others, to identify and protect children at risk at night. It sought to intervene early by providing advice, support, training and guidance.
- 2.31 The programme has been delivered across Bradford and included those working in fast-food outlets, hotels and bed and breakfast accommodation, accident and emergency services, and security service roles (such as, door staff). This has resulted in increased confidence and awareness amongst NTE workers around the issue of CSE and how to identify it as well as from examples of children and young people having been safeguarded from exploitation and abuse.
- 2.32 Nightwatch continues to provide information to parents, young people, businesses, services and the wider community in order to encourage reporting, seeking of support and protection of young people from CSE.
- 2.33 The BSCB has now formed an additional sub-group to deal with JTAI work. This group evolved from preparatory work for the possible CSE inspection in 2016. The group undertook a self assessment exercise, and developed and oversaw an action plan. This methodology enabled the Board to seek assurance, and to drive partnership improvement in a specific theme. This methodology is now applied to further themes, in lines with JTAI criteria to allow continuous improvement. In February 2017 Bradford received a JTAI inspection and the work of this group was critical to assuring the inspection team that Bradford’s partnership was sighted on domestic abuse.
- 2.35 **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.**
The Bradford District multi-agency co-located CSE Hub is based in Sir Henry Mitchell House, 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.
- 2.36 In April 2016, the staff group 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, CSE Problem Solving Officer and a new harm reduction Police Sergeant

- 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.

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:

- 2.37
- 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.
 - The work around Missing children has recently being consolidated with dedicated Police staff working alongside CSC staff to maximise information sharing and joint working opportunities.
- 2.38
- The Hub works to agreed West Yorkshire LSCB consortium safeguarding children procedures and the West Yorkshire CSE risk assessment tool, in line with recommendations from the Her Majesty Inspectorate of Constabulary for a consistent process across West Yorkshire. Each weekday there is a meeting which considers new and updated cases and risk assessment levels for each child known to the Hub are regularly reviewed.
- 2.39
- Since the Hub came into existence, data has been collected regarding referrals and risk assessments in order to understand the scale of recognised CSE in the District and the levels of risk identified 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.
- 2.40
- 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. This resulted from the 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.
- 2.41
- Appendix 1 outlines data around CSE, produced by the Intelligence analysis from the CSE Hub. Key headlines from the appendix are:
- There is a continuing rise in the cases of potential or actual CSE that are referred to the Hub.
 - In the course of 2016/17 there was an average of 96 CSE referrals per month, compared to 54 per month the previous year.
 - 14% of CSE referrals to the Hub are for males compared to 18% the previous year.
 - A break down of cases open on one day (29th March 2017) shows that 11% of

cases were assessed as being at high risk, 29% at medium risk and 60% were low risk.

- In the course of 2015/16, in the Bradford District, 367 CSE offences were recorded compared to 109 crimes the previous year. Just over 30% were committed before the date range and almost 50% committed before January 2015.
- 65% of identified offenders linked to CSE crimes are under the age of 25 and of those 31% are under the age of 18.

2.42 Nightwatch works in partnership with other stakeholders, with Council Licensing, West Yorkshire Police and other enforcement partners to further safeguard children and young people from CSE by increasing awareness among businesses and services working in the night time economy and developing strategies to identify and protect children at risk at night.

2.43 NightWatch aims to draw other local authority teams closer to the work of the CSE Multi-agency Hub to offer wider assistance in the safeguarding of children and young people across the district i.e. Parks & landscapes, CCTV, PSPO's, Events.

2.44 **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**

BSCB has a Learning and Development Sub Group which oversees the planning, commissioning, delivery and evaluation of multi-agency safeguarding children training for professionals in the District's services.

2.45 BSCB delivers CSE training for professionals and leaders using a two-tier approach. An e-learning course, entitled "Safeguarding Children from Abuse by Sexual Exploitation" is available for use by all staff working with families and children and those who are in leadership positions, making decisions about and scrutinising safeguarding services. Within the year 2016/17 a total of 618 staff successfully completed this on line course.

2.46 The BSCB also introduced a new face to face course, "Child Sexual Exploitation - A Resilience Approach for Families" which has replaced the "CSE Advanced Practitioner Training" with 6 sessions and 129 people trained. The BSCB has also reintroduced a course on "Understanding the effects of Sexual Abuse".

Feedback remains positive, a recent example being "Fantastic training, valuable and informative"

2.47 Raising awareness of CSE in education settings both for children and staff is a key priority for BSCB. In addition to accessing the on line and advanced practitioner training in respect of CSE, a number of schools and colleges have engaged the training and awareness raising services of key voluntary sector partners: BLAST, The Children's Society Hand in Hand Project and Barnardo's Turnaround Project. Some of these interventions have been funded through a West Yorkshire - wide project established by the Office of the Police and Crime Commissioner in agreement with the West Yorkshire Directors of Children's Services group. As outlined the educative dramas "Somebody's Sister, Somebody's Daughter" and

“Mr shapeshifter” are innovative and informative methods of raising awareness with children.

2.48 A CSE campaign targeting young people has been developed using a small grant from the Community safety Partnership; The images from the campaign have been developed with young people and are promoted through social media the campaign is called “Respect Yourself” and “It’s OK to say No” The images from the campaign follow a similar theme , tailored for different ages. The campaign focuses around “say no mean no” and has a range of images which are being used as a social media campaign.

2.49



2.50 The Council continues to demonstrate a strong commitment by elected members to ensuring that they have a good awareness of CSE. Members and Co-opted Members of Council continue to undertake CSE training with 89 of 90 completed. Members also received specific training around boys and CSE to increase understanding.

2.51 Barnardos provide significant training contributions around CSE. This programme is on-going and evaluation continues to improve and address training and awareness needs. Nightwatch provides a range of interventions including classroom based training, assertive outreach, and liaison and information dissemination with police intelligence and the development of a “safe spaces” initiative across the District, information awareness seminars and community events.

CSE awareness training has been delivered, which is accessible to public and voluntary services with 345 participants from public sector services completing the

2.52 training to date. Empowering Minds Consultancy is running a programme called 'Just say No' in Manningham schools. Nightwatch input has also been offered in partnership with the Taxi Licensing Enforcement service during their CSE awareness seminars.

Real Safeguarding Stories

2.53 Bradford Council and Collingwood Learning have developed innovative training and awareness events around safeguarding issues. The use of either live theatre or videos to communicate powerfully and memorably these complex and moving issues has proved to be extremely beneficial. Victims are interviewed and then their stories are carefully scripted into simple, short monologues which are filmed using actors. talking into the camera.

2.54 These video stories very quickly engage with audiences emotionally, presenting a range of complex issues in a simple, human way that people can understand. They immediately open up topics for lively discussion and learning. The result of that journey is Real Safeguarding Stories. Working with safeguarding professionals from across Bradford Council, a number of stories have been developed, either from the people involved or through anonymised cases. Some stories have been edited and some have been combined so that wider key issues are communicated in a simple, quick, and powerful way. But everything is based upon real people, and real situations. One such case includes CSE.

2.55 There are a number of benefits to this type of learning. There are no financial costs from delivering through trainers. - access to engaging training materials – and low costs. This project has allowed income generation – split between Collingwood and BMDC, with funding used to create further opportunities. The stories were nationally recognised through the Local Government as “Effective partnership working” good for Bradford MDC and BSCB

2.56 Further details can be found at <http://realsafeguardingstories.com/index.php/child-safeguarding/>

2.57 The BSCB, working with the Education Safeguarding Team, will be undertaking a Section 175 Audit of all schools in Bradford from September 2017. This audit enables schools to undertake a thorough review of safeguarding procedures and will provide reassurance to the BCSB. Questions specifically relating to CSE will be included around CSE awareness/training which will inform future training planning. This audit will be communicated to school Governors, to encourage involvement and accountability of school leadership teams.

2.58 Police teams have delivered cyber safety training sessions to young people in schools across the district and the Council's curriculum innovation team have also provided training for schools on staying safe online. Safer Schools Police Officer staff undertake engagement, education, prevention (Perpetrator Reduction) and safeguarding activities within schools.

2.59 In June 2017, the BSCB hosted the Internet Safety Conference. This was aimed at managers across the partnership who are involved with safeguarding children with over 80 delegates attending. A number of speakers were invited to present, including the Children's Commissioner, Police, business links through KPMG, and

an expert in the field of Internet Safety with children. The conference also considered the voice of children, with a group of young people presenting and contributing to round table discussions. The delegates identified good practice and ideas to safeguarding and protect children on-line.

- 2.60 A working group was established around CSE and Learning Disabilities. The group coordinated two local conferences to raise the profile of CSE & Learning Disabilities. These conferences were held in Keighley and Bradford with 100 people attending.

2.61 **Faith and community leaders will be assisted in supporting communities through the damage caused by CSE.**

CSE can cause considerable damage to communities and for community cohesion. The harm caused to victims of CSE is commonly recognised, but there are wider implications for the spouses, families and wider social networks of perpetrators.

- 2.62 There are also identifiable groups of people who seek to exploit such situations and the work of Community and faith leaders continues to be an intrinsic part of the cohesion work in communities.

- 2.63 The BSCB has formed the Diversity and Advisory Sub-group. The group ensures that the work of BSCB takes account of the specific safeguarding needs of minority and disadvantaged groups. It also advises on engagement with diverse communities/communities of interest to understand cultural and religious perspectives regarding safeguarding issues related to specific areas of concern and develop appropriate responses.

- 2.64 BSCB has worked closely with West Yorkshire Police and the Community Safety Partnership to ensure that key leaders have access to training and awareness raising events to improve their understanding of CSE. The Partnership has developed processes to work with key individuals and communities in managing incidents and concerns. A strategic communications group managed the communications strategy for the two SCR's and this methodology can be applied where required as a dynamic response, particularly in relation to investigations. This includes arrangements for briefing and advising key community and faith leaders.

The University Academy Keighley' Forum aims to support the Keighley community around the damage caused by CSE with Barnardos as an active member, linking back to the CSE Sub-group.

- 2.65 **Support networks will be supported focusing on women and mothers.**
It is recognised that parents and carers require support and advice regarding CSE. Working with PACE, Barnardo's and other partners, preventative services have been developed in Bradford to ensure that these are available.

The DICE programme provides support for parents of 'at risk' children and young people. It was launched during the safeguarding week and was positively

delivered to parents and evaluated by Bradford University. The programme will again be delivered to parents by Barnardos in the autumn with ongoing delivery by LA staff following training. Further development and evaluation is planned over the next year. The DICE programme will be used as an early intervention that will sit alongside the Early Help offer in the District as part of a range of parenting programmes. Local practitioners will be recruited through Children's services to be trained as facilitators.

Experience demonstrated that women, particularly mothers, are especially influential in families and communities resulting in the setting up of a network to give peer support to women and raise awareness of this crime.

2.66 **A specific direct work plan will be developed aimed at boys between 14 years and 17 years to tackle any unacceptable attitudes regarding the sexual abuse of any person.**

The Muslim Women's Council (MWC), in conjunction with the Keighley Association Women and Children's Centre (KAWACC), successfully secured funding and established the "Fragile" project. Over the period the project ran, 4 male CSE grass root engagement officers delivered and facilitated sessions to men and young boys of Pakistani ethnicity in and around Bradford, including Keighley. The project utilised a values based approach to creating awareness around CSE, creating safe spaces to unpack values, cultural, faith and traditional nuances that impact how people form values and how these values then translate into parenting, decision making and how people live their lives. Through this approach, CSE prevention has been developed in both young men of Pakistani ethnicity and at the centre of traditional Asian families with husbands and fathers. In total the project worked with 25 adults, Pakistani men including Imams/Madrassah teachers and attendees from a number of Mosques and Madrassahs in Bradford.

2.67 CSE workshops are currently being delivered to a group of 70 male students from year 10 (age 14/15 years) at the United Academy Keighley. Delivery of the workshops is being supported by members of the school safeguarding team as well as the PHSE team. The majority of students participating are of British/Asian/Pakistani background and overall, students are engaging and participating well.

2.68 Further work is required by partners to review the current work being undertaken in the District to work with young people, particularly boys and young men to improve professional understanding of what interventions are effective in challenging attitudes and risk factors that might make a male vulnerable to becoming a potential perpetrator or a potential victim.

2.69 **Partners will work together to develop responses and resources to address the impact of CSE in its varied manifestations across the District's communities.**

Representatives of BSCB and partners have arranged a number of innovative events and speaking engagements to encourage awareness and discussion of CSE within particular communities.

2.70 BSCB speakers have attended meetings in Gurdwara to contribute to discussions

about CSE. A performance of “Somebody’s Sister, Somebody’s Daughter” included speakers from the Sikh community and a panel discussion with representatives from the Council, Police and BSCB.

BSCB and representatives of the Council and West Yorkshire Police have spoken at many events in Mosques and Masjid across the District, and at the Professional Muslim Institute.

- 2.71 Dialogue with community groups has identified considerable concern about the options for prosecution, disruption and diversion of actual and potential perpetrators of CSE. West Yorkshire Police, supported by partners remain committed to protecting vulnerable victims through a number of tactical methods which are outlined later within this report.
- 2.72 The Police utilise specialist resources to investigate offences, however for a number of reasons, prosecution is not always the final outcome. West Yorkshire Police, working closely with other partners have specialist resources as part of the Integrated Offender Management Teams. These teams will manage people who are suspected perpetrators as well as convicted offenders. As part of the CSE Hub there is a dedicated Police CSE Disruption/Problem Solving Officer who coordinates policing activity with partners and all Police teams. This includes monthly initiatives, with Police and partners targeting locations and perpetrators.
- 2.73 Another option piloted locally is the Insight Programme. The aim of this project is to place a greater emphasis on offenders, recognising the impact of their actions and the harm caused. The project developed a bespoke programme which adapts the most appropriate intervention dependant on the assessment of the perpetrator. This will be based on their level of responsibility, remorse and motivation. Perpetrators will be referred on to the programme, as an intervention 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. Following assessment, individuals are involved in restorative meetings with those affected/involved by this type of crime, but not direct victims. Involvement in the programme is recorded and if necessary considered if the individual is involved in future allegations.
- 2.74 Effective communication, internally between agencies and externally to children, parents, carers, and communities is critical in raising awareness and understanding. The BSCB has recognised the importance of communication within the 2016/18 Business Plan. A multi-agency working group has been established to progress this work stream.
- 2.75 In June 2017, the BSCB hosted the Internet Safety Conference. This was aimed at managers across the partnership who are involved with safeguarding children with over 80 delegates attending. A number of speakers were invited to present, including the Children’s Commissioner, Police, business links through KPMG, and an expert in the field of Internet Safety with children. The conference also considered the voice of children, with a group of young people presenting and contributing to round table discussions. The delegates identified good practice and ideas for safeguarding and protecting children on-line.

- 2.76 The West Yorkshire Communications Group currently coordinates CSE campaigns

between agencies and Local Authorities. There have been a number of successful campaigns undertaken through this Group; the “Know the Signs” campaign which was aimed at parents and professionals was acknowledged by the HMIC (Police Inspectorate) as good practice. Funding was recently secured to re-invigorate this campaign with further leafleting. This has been undertaken with particular focus upon Health establishments and geographically within Keighley.

- 2.77 The Healthy Relationship Campaign was implemented in August 2017. This was funded through the CSP and utilises a company Forward and Thinking. Children and young people were consulted and feedback from the Internet Safety Conference resulted in the strapline “Say No Mean No” being developed. Its aim is to provide positive messaging to children, to empower them and support one another in decision making. There is no similar campaign currently in existence within West Yorkshire. The funding also extends to securing the services of a Young Person as a young apprentice to act as a medium in communicating with children and young people via Social Media. This presents an opportunity to deliver key messages in a language that will encourage dialogue and awareness, but under appropriate supervision from experienced and trained LA managers.
- 2.78 The methodology involves targeted social media of Facebook and Instagram users living in the Bradford district and the use of stickers which link to the following web page <http://www.bradford.gov.uk/children-young-people-and-families/get-advice-and-support/say-no-mean-no/>. Analysis of take up/views will be undertaken to inform future thinking.
- 2.79 Bradford Childrens Services are committed to the implementation and use of the signs and safety assessment and planning framework for social work intervention and practice. This methodology is being delivered across the wider partnership and has improved the clarity of communication and planning framework between partners. Signs of safety mapping involves the clear identification and definition of danger, safety, goals and judgement.
- 2.80 **A partnership response will be developed to reduce the opportunities for perpetrators of CSE to traffick and abuse children and young people through the use of all regulatory functions of the Council and its partners**
The Barnardo’s Nightwatch initiative raises awareness of CSE by offering advice, guidance, support and training to businesses, services and the general public.
- In order to assess the impact of the training provided through the Nighwatch programme to business, a number of 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.
- 2.81 The CSE report to Children’s Overview & Scrutiny Committee in October 2015 outlined the programme. More than 3500 taxi and private hire drivers and operators have now been trained and the training is mandatory for all new license applicants and applicants for licence renewals.
- 2.82 All operators have been written to and requested to:

- Display CSE posters 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.

Each of these requirements is now routinely checked by Council licensing officers and partners.

2.83 As outlined above there is a greater understanding of the links between CSE and other crime types such as Organised Crime Groups and Modern Day Slavery. The Police in Bradford have recognised these links and are working with the partnership to develop a joint response. The multi agency CSE HUB includes specialist Police officers who link with Policing teams investigating Modern Day Slavery and Organised Crime Groups.

2.84 The Police CSE Disruption/Problem Solving Officer coordinates multi agency prevention and disruption activity via the CSE HUB. Monthly pre-planned operations are undertaken. This has specifically benefitted from strong partnership links with Local Authority Taxi enforcement officers and officers from Environmental Health who attend and assist during operations.

2.85 Within the Police, the CSE Police problem solver co-ordinates preventative work including location visits with Police ward area colleagues. Police continue to develop effective communication channels with specific local and international hotel operators to define improved booking in processes to scrutinize bookings and causes of concern.

2.86 Barnardos Night watch education programme is in place around night time economy, including recognition and prevention training for taxi drivers, hotels, shisha bars ,leisure locations and fast-food outlets. Delivery is led by Barnardos supported by Police CSE Problem Solver.

2.87 Bradford Police Integrated Offender Management processes now include cohorts including Registered Sexual Offenders (RSO) and CSE perpetrators. Management is through a multi-agency approach.

2.88 As outlined, the Insight Programme, piloted in Bradford, works with perpetrators who would not face prosecution. Emphasis is placed 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.

Our partnership response includes undertaking multi-agency historic investigations into CSE.

2.89 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.
- 2.90 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.
- 2.91 Currently this consists of a Detective Inspector, 2 Detective Sergeants, 6 Detective Constables, a Managerial investigative officer (SO1), 14 investigative officers and 3 social care staff. Staffing levels for this service are being kept under review. The service has clear terms of reference which have been agreed by partner organisations.
- 2.92 There are currently 8 on-going investigations and 14 completed investigations. In total 66 suspected perpetrators have been arrested, 10 have been charged and 13 remain on police bail. Five cases have been submitted to the Crown Prosecution Service for legal advice. Aside from the 10 people charged, 3 other cases have been finalised without any further action taken. There have not been any convictions with regard to the primary investigations. One person has been convicted of possession of indecent / extreme pornography.
- 2.93 A total of 22 of the victims are known to Childrens Social care, with 17 being previously looked after children and 4 on child in need plans.
- 2.94 The 9 Point Strategic Response influencing Planning:
Each BSCB partner agency is required to ensure that their service plans for tackling CSE are consistent with the priorities set out in the 9 Point Strategic Response. Agencies are then accountable for the delivery of these plans to BSCB, via the CSE and Missing Sub Group.
- 2.95 BSCB specifically oversees the implementation and impact of plans that arise from learning and improvement activity. With regard to CSE there were three plans that were amalgamated into a CSE action plan. These are:
- The Autumn SCR BSCB action plan
 - The action plan resulting from the BSCB review of the Hub
 - The CSE Challenge Panel Action Plan
- 2.96 Since the last report, the Jack SCR has been published with a further CSE related action plan. A summary of progress made is outlined in appendix 2.
- 2.97 These plans are cross referenced with the 9 Point Strategic Response so that each action is aligned with one of the 9 strategic priorities. The CSE and Missing Children Sub Group is accountable to BSCB and the Independent Chair for ensuring progress on the actions and for gathering evidence of implementation and impact.

CSE work in practice- examples of positive work undertaken

2.98

Quick thinking actions of member of public who had recently had safeguarding training safeguards 2 Bradford high risk CSE girls”.

A member of the public’s quick thinking as he was passing a converted mill building on Thornton Lane, Bradford prevented a CSE crime and potential CSE incident escalating with two vulnerable looked after Bradford young Girls. The girls had used a web site “What’s your price”, to create fake profiles to offer themselves for sex online pretending to be 18 years old. The girls had arranged a meeting with a middle aged local man and was seen getting out of his vehicle after he had collected them from Halifax train station and driven them to the location. The girls were seen to go inside and the member of the public reported this directly and directed officers to the premises they had entered. Police responded directly and found three men inside the property, drinking and socialising with the girls. The girls were safeguarded and the men arrested, sexual offenses were prevented.

An Effective child and young person Safeguarding programme embedded across Bradford with local and national Hotels.

Improvement contracts in the past year have been served on hotels across the City following three serious child sex offences in a 12 month period and negative result from reality testing during Police operations. A Police focused multi-agency response led to the imposed improvement contract on an international hotel chain in Bradford and smaller hotels in the City. The terms of contract created a safeguarding structure supported by staff training which has been tested since implementation and has delivered measurable improvement. National outstanding leadership award has been awarded to Acting Police Sergeant Mat Catlow for his leadership around this. This area of work has then been adopted by a national working Group targeting CSE Prevention. The officer continues to advise and support other Police Forces and partners across the Country in this area.

ASB closure legislation utilised to safeguard vulnerable young people and target Locations of ASB/CSE concern in Bradford

In June 2017 – a premises in Bradford was closed by the CSE Team under Anti-social behaviour legislation to ensure a closure order of the premises and wide spread effective safeguarding was delivered following intelligence of a large scale unregulated teenage party, where drink, drugs and CSE concerns were raised in Bradford. Previous such events at the venue had attracted vulnerable missing children, led to a host of ASB incidents and several young people had been located by Police under the influence of drink and drugs at local takeaways following the event. Initial consultation with owner to facilitate safe event management was met with obstruction and opposition. Given this appropriate legislation was swiftly utilised for closure supported by co-ordinated partner response from Social care, Licensing and Environmental Health and Fire.

Positive Results from Recent Effective complex CSE investigations

A 6 year Prison Sentence was handed down to a CSE Perpetrator at Bradford Crown Court in August 2017 for the sexual abuse of a 15 year old CSE high risk Bradford Girl. Following a complex investigation the perpetrator from outside of Bradford , pleaded guilty to an offence of sexual activity with a child following him grooming her on line, meeting her and taking her to a hotel in Manchester for sexual purposes.

Following a comprehensive CSE investigation a further was made in May by a suspect who was sentenced to 8 years imprisonment. was found guilty of the rape of a Bradford girl who was 15 at the time of the offence.

Quick thinking and very positive efforts by Taxi Driver prevents young person missing from home from another Authority being victim of CSE and sexual offences in Bradford

A member of the public, a Leeds hackney taxi driver conveyed a teenage girl as a passenger (subsequently identified as missing from Birmingham) from Leeds to Bradford. In the course of the journey she disclosed she was meeting a male in a Hotel in Bradford who she had met on line, the taxi driver realised this was not appropriate and CSE concerns were raised as a result of his training around safeguarding. He let her use his phone at her request and saved the number of the offender who she had contacted on it. He dropped her in City Centre at Bradford and then whilst observing her directed officers to her location, who responded immediately and managed to detain her and implement safeguarding measures. Investigation work identified the male suspect and he was traced and arrested.

Elected member CSE raining impacts the work of the licensing committee

Following elected Member training, one of the elected members on the licensing panel challenged a takeaway business who said that they wanted young people under 16 to be with an adult to be served after 9pm one of the panel members having done the training was alert to the fact that the takeaway should be aware of the potential for children with adults to be potential victims of CSE. As a result of this we saw raised awareness for the individual takeaway, other panel members and a conversation with the CSE trainers about the importance of this message.

CSE Training helps elected members and other partners to approach ASB in a different way within a locality

Elected member who had attended the member CSE Training responded to reports of anti social behaviour by youths in their ward by considering that CSE may be a factor. They convened a meeting with the Police and Youth Service and a large operation was mounted during which adults were found to be giving young children alcohol . Children were returned home, parents were spoken to and follow up work done by the Police and the Youth Service

3. OTHER CONSIDERATIONS

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. In addition to spend on social work teams, Childrens 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 to operate within the CSE multi agency Hub and further resources are envisaged as a result of the on-going review.

4.2 Specialist provision remains extremely expensive at a cost of £2000 per week for a residential bed, rising to £5000 per week for a secure placement. There are approximately 10-15 young people who require this specialist resource at any given time. The partnership works towards less costly and less restrictive methods to protect vulnerable children on a daily basis.

4.3 The Bradford Safeguarding Children Board (BSCB):

- sets the procedural framework for all partnership work to keep children safe within Bradford
- fulfils its statutory responsibility for ensuring that staff receive multi-agency training to support them in their work
- ensures 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.
- conducts 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.

The staffing resource for BSCB is:

- 4.4
- Manager
 - Administrator
 - Learning and development coordinator
 - Learning and development administrator
 - Performance and information officer
 - Child death reviews manager

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

- Appointing a full-time information and data analysis officer to work within the Hub. The local authority has taken steps to continue the funding of this post from base budget.
- The PCC provided funding for further preventative work in schools as outlined.

4.6 Successful applications to the Community Safety Fund has continued to support the work of:

- The Barnardo's Night Time Economy Worker;
- The Fragile project work with men and boys.
- Children's Society Hand in Hand Project in Keighley
- Barnardo's Turnaround Project

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.

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

7.11 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.

14% of the identified children experiencing or at risk of CSE in the Bradford District during 2016/17 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.

7.12 Steps continue to be taken to address the apparent under-representation of BEM children among those referred to the Hub. Analysis of cases open to the Hub on 29th March 2017 (see appendix 1) shows that 70% of open cases were of white British heritage, while 16% were of Asian heritage, which is a rise of 4% from last year. Compared to the District's under 18 population, this represents an over representation of white British children and an under representation of Asian children.

7.13 The two main ethnic categories of perpetrators highlight that White North European accounts for 39% and Asian accounts for 36% of the total figures. It is worth noting that 18% of the ethnicity of perpetrators ethnicity is not recorded on

systems.

7.14

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” <http://www.thebromleytrust.org.uk/files/chidrens-commission.pdf>

7.2 SUSTAINABILITY IMPLICATIONS

None.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None.

7.4 COMMUNITY SAFETY IMPLICATIONS

7.41 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.

7.42 The Community Safety Partnership (CSP) currently oversees the commissioning of funding from the passporting of Police and Crime Commissioner funding to 6 key priorities, including CSE. The BSCB has welcomed the support from this Board, recognising existing processes for commissioning funding. The child protection arena continues to present increasing challenges and complexity and the BSCB retains strategic oversight of governance of these arrangements. The BSCB provides an independent viewpoint and is able to challenge partners in their effectiveness in how they safeguard children. The BSCB would welcome an opportunity to inform and influence current and proposed commissioning arrangements around child protection which is currently overseen by the CSP. At the present time the BSCB has no funding to support worthwhile initiatives or service provision. This process is being reviewed to recognise that the BSCB is the lead organisation for delivering CSE and child protection arrangements within the District.

7.5 HUMAN RIGHTS ACT

7.51 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.

7.6 TRADE UNION

There are no implications for Trades Unions.

7.7 WARD IMPLICATIONS

It is recommended that each Area Committee receives an update report regarding CSE in the next 6 months.

**7.8 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

10.1 The Executive is invited to endorse that the 9 Point Strategic Response to CSE be reviewed and replaced with a new Strategic Response to CSE.

10.2 That a referral is made to the Community safety Partnership to ask this group to consider the allocation of a funding pot via the safeguarding children board to ensure that this work continues to be a partnership safety priority.

10.3 The Executive shall receive a further update on the progress of the 9 Point strategic Response to CSE in 12 month's time.

That subsequent reports will be provided to Area Committees

11. APPENDICES

Appendix 1: "The CSE Hub – Data and Statistics prepared by Danielle Williams, Bradford CSE Hub Intelligence Officer.

Appendix 2: Summary Report of the CSE Action Plan which contains:

- Autumn SCR action plan
- BSCB review of the multi-agency Hub
- CSE Challenge panel.
- Jack SCR Action Plan.

12. BACKGROUND DOCUMENTS

Further detail of the national review of LSCB's - <https://www.gov.uk/government/publications/wood-review-of-local-safeguarding-children-boards>

Report of the "Jack" SCR is available at <http://bradfordscb.org.uk/wp-content/uploads/2017/06/Jack-Serious-Case-Review-Overview-Report.pdf>

Office of the Children's Commissioner, also reports this over representation:
"Inquiry into Child Sexual Exploitation by Gangs and Groups"
<http://www.thebromleytrust.org.uk/files/chidrens-commission.pdf>

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 1st April 2016 and 31st March 2017 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 29th March 2017 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.

Strategic Overview

When a referral is made to 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 own databases 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.

Over the 2016/17 year there were 1153 episodes dealt with by the CSE Hub. Of these 282 were already open on the 1st April and were ongoing cases at that time. The total number of referrals made into the Hub between 1st April 2016 and 31st March 2017 was 871. There were 861 individual children referred to the CSE Hub and 175 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.

There has been a year on year increase in referrals to the CSE Hub over the last three years. In this report last year a 65% increase was noted and this year there has been another 61% increase in this most recent year.

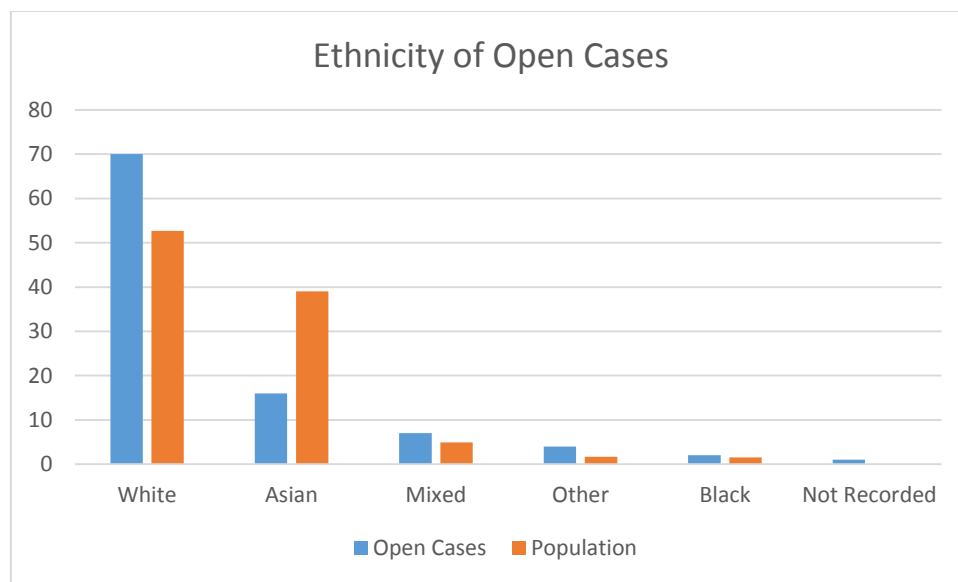
Year	No of Referrals	Increase on previous year	% Increase
2014/15	431		
2015/16	713	282	65.4
2016/17	1153	440	61.7

Tactical Overview

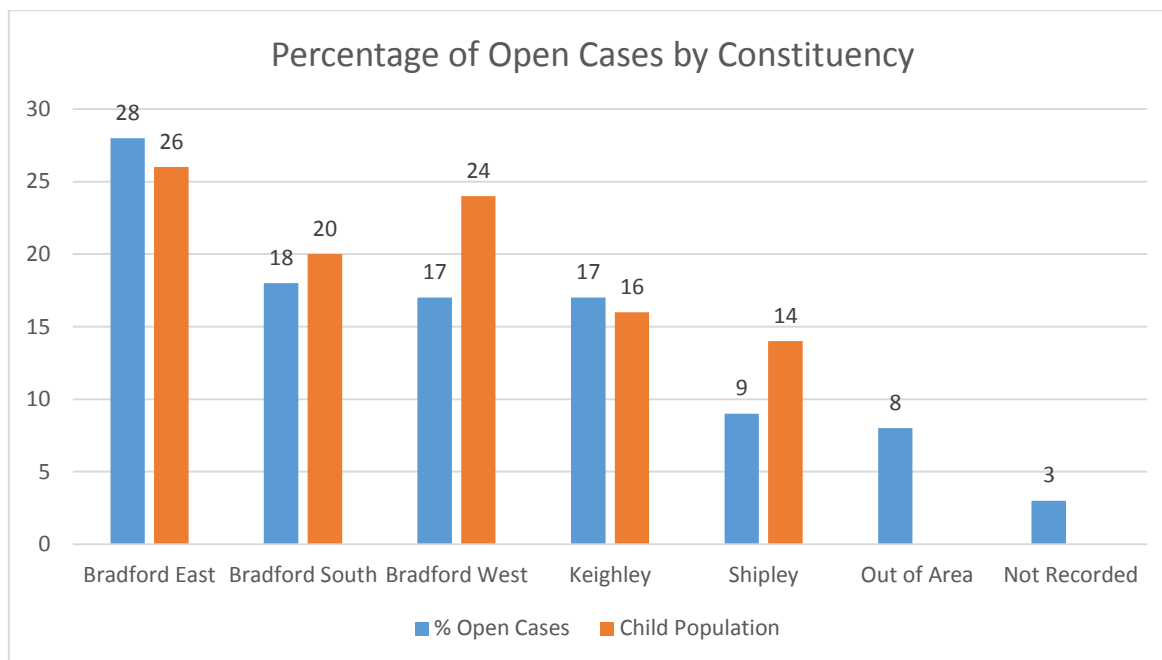
Of the referrals made above there are 304 children who were open to the CSE Hub on the 29th March 2017. Open cases change on a daily basis so this dataset represents the number of cases on that specific day. Of these 11% were considered to be at High Risk, 29% were considered Medium Risk and 60% were Low Risk.

At this time 14% of open cases were male children and of these 9% were high risk, 28% were considered medium risk and 63% were low risk.

The child population of Bradford is ethnically diverse. The ethnicity of children open to the CSE Hub shows that 70% are White, 16% are Asian and 7% 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 4% of children classed as “Other” consist of 12 children who are classed as Gypsy/Roma and another children who is 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 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.



Using the home postcode of the children open to the CSE Hub it can be shown that 28% of the open cases live in the Bradford East constituency. The graph below shows that there are 8% 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 where the constituency is not recorded. The graph below shows the percentage of open cases compared to the percentage of the child population that lives in that constituency and shows that the percentage of open cases is roughly in line with the percentage of the child population living in each constituency.



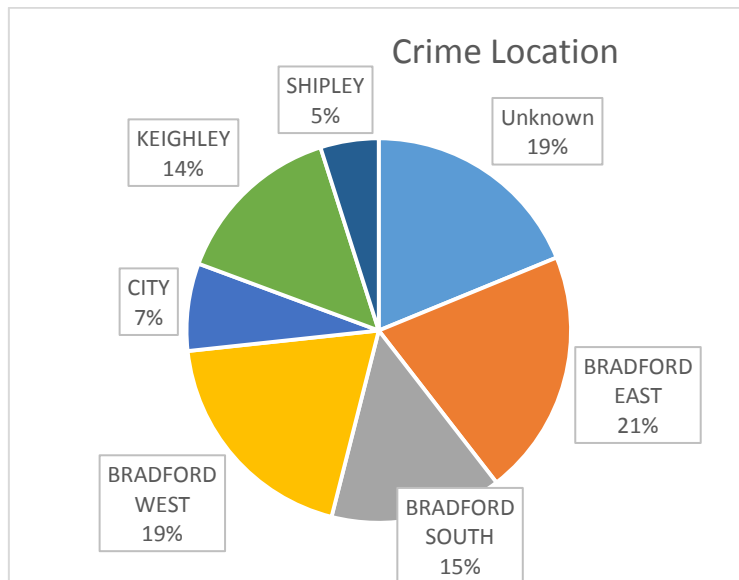
A list of wards that contain more than ten children and their risk level is produced below. There are children at risk of CSE in all wards across Bradford but to prevent children being identified the numbers have not been included here.

Ward	High	Medium	Low	Grand Total
Out of area	8	11	4	23
Eccleshill	3	3	15	21
Bowling and Barkerend	1	2	15	18
Keighley West		4	12	16
Bolton and Undercliffe	1	7	7	15
Bradford Moor	2	5	8	15
Keighley East		2	12	14
Tong	1	3	8	12
Wyke		3	9	12
Clayton and Fairweather Green		4	7	11
Keighley Central	1	3	7	11
Windhill and Wrose	3		8	11
Heaton	2	4	5	11
All Other Wards	11	38	65	114
Grand Total	33	89	182	304

Child Sexual Exploitation Crimes

As with the number of referrals to the CSE Hub the number of CSE offences recorded by the police has increased as well. There were 367 CSE crimes recorded between 1st April 2016 and 31st March 2017, which is 34% more than the previous year. Just over 30% of the crimes recorded within the time period were committed before this date range and of those almost 50% were committed before 1st January 2015 and are considered to be disclosures of non-recent offences. Some of the offences recorded in the last year date back as far as the 1950s. The pie chart below shows the area where the offences were committed,

though in almost 20% of cases this is not known. This may be because the victim is unable to identify an exact location where the offence took place.



Perpetrators of CSE Crimes

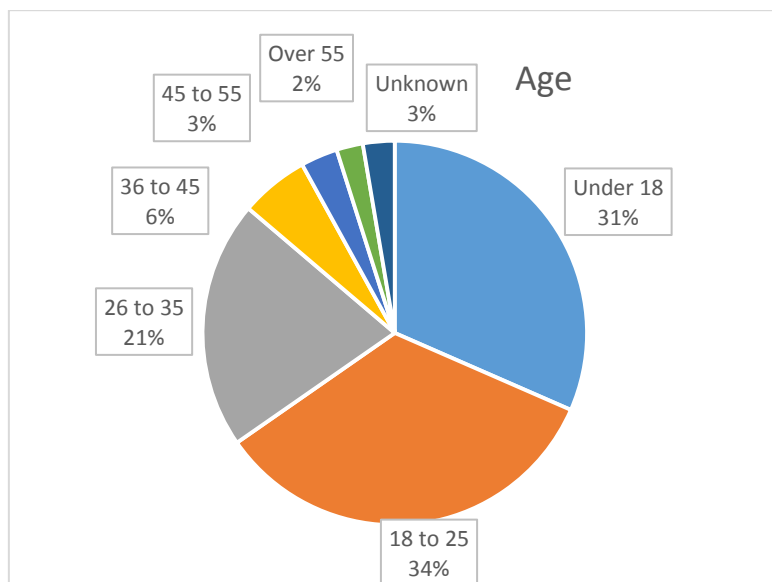
Of the 367 crimes there are 236 (64%) that have an offender linked to them. Of these there are 29 offences that have more than one offender linked to the crime suggesting multiple perpetrators. The outcomes of the crimes are listed in the table below.

Crime Outcome	Total
1: CHARGED	10
10: POLICE - FORMAL ACTION NOT IN PUBLIC INTEREST	3
14: VICTIM DECLINES/UNABLE TO SUPPORT ACTION TO IDENTIFY OFFENDER	30
15: CPS - NAMED SUSPECT, VICTIM SUPPORTS BUT EVIDENTIAL DIFFICULTIES	7
15: POLICE - NAMED SUSPECT, VICTIM SUPPORTS BUT EVIDENTIAL DIFFICULTIES	61
16: VICTIM DECLINES/WITHDRAWS SUPPORT - NAMED SUSPECT IDENTIFIED	25
17: SUSPECT IDENTIFIED BUT PROSECUTION TIME LIMIT EXPIRED	1
18: INVESTIGATION COMPLETE NO SUSPECT IDENTIFIED	31
1A: ALTERNATE OFFENCE CHARGED	1
20: OTHER BODY/AGENCY HAS INVESTIGATION PRIMACY	10
21: POLICE - NAMED SUSPECT, INVESTIGATION NOT IN THE PUBLIC INTEREST	14
3: ADULT CONDITIONAL CAUTION	1
CANCELLED/TRANSFERRED	15
NEW	158
Grand Total	367

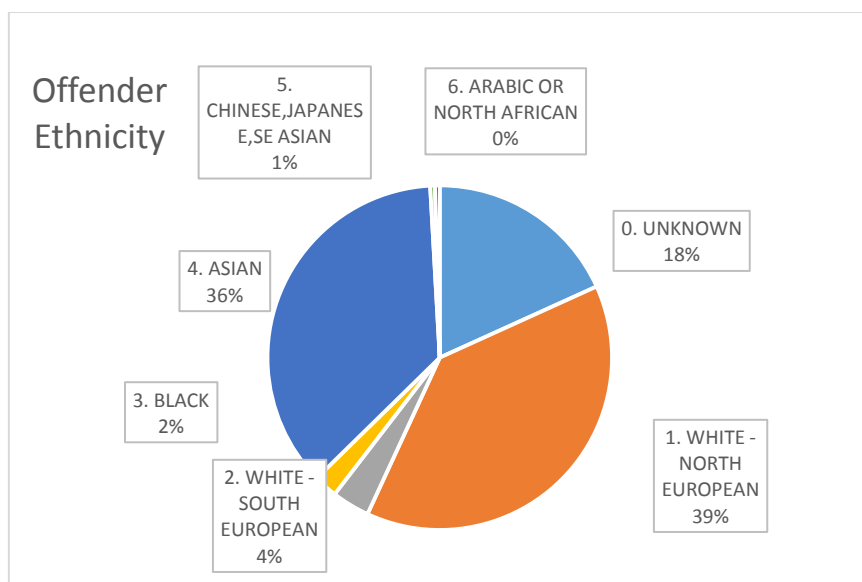
There are 43% of crimes that are still under investigation as some of these crimes will be complex investigations that take time to reach a conclusion, particularly those that go to trial in Crown Court.

Of the offenders linked to these crimes, 17% were female which is higher than last year. However, this appears to be due in part to offences involving the sending and receiving of indecent images.

The age profile of perpetrators is again quite young with 65% being under the age of 25 and of those 31% being under the age of 18.



The ethnicity of perpetrators is shown in the chart below and it should be noted that in almost 20% of records the ethnicity is not recorded on systems.



Appendix 2

<u>Action Plan</u>	<u>Total Actions</u>	<u>Completed</u>	<u>On-going</u>
Autumn	21	17	4
Jack	37	25	12
CSE HUB	18	17	1
CSE Challenge Panel	12	12	0
CSE Scrutiny and Challenge Session	35	31	2 (2 no longer applicable)

Details of on-going actions

Autumn Serious Case Review Action Plan:

- Communications Strategy – Task & Finish continuing this work under the main BSCB
- Evaluation tool- Bradford has reviewed District tool and training has been provided, further work is on-going as part of the CSE County group
- SARC (Centre for victims of sexual assault) – this will be progressed by specific agencies (Police, CSC, Health) with commissioning providers.
- Mapping of therapeutic services for victims of CSE – Task and Finish group are continuing this work reporting back to the CSE sub-group

Jack Serious Case Review Action Plan:

- Consider responses to technically assisted abuse – Conference held, scoping of school training and development of wider cyber plan
- Assurance that child protection processes are in accordance with Working Together - Challenge Panel case file audit and Section 11 Audit peer review sessions undertaken, further dip sampling to take place.
- Effective out of hours provision by CSC – this has been partially completed through EDT teams.
- Adequate CSE Training for CSC staff – training is provided via a number of methods, further seminars to be arranged and Police cyber training
- Timely and appropriate risk assessments by CSC - relevant cases are reviewed at multi-agency meeting and cases escalated where required, further quality assurance required
- All CSE/Missing cases to have a Risk Management Plan - agreed standards of practice being developed and will be subject to future quality assurance.
- Improved understanding by all professionals of impact and methods used by online groomers, with a particular reference to boy – Education sub-group progressing
- Review of CAHMS (mental health) supervision processes to ensure supervision, caseload management and safeguarding - Clinical supervision groups and leads identified, to meet and review new process.
- CAMHS clinicians have an appropriate level of understanding and awareness of CSE and online grooming – training and further cascading in place
- Assurance that CAHMS staff are confident in the use of Professional Challenge Pathway – training sessions on-going for new staff
- BTHFT Locala (Health) – effective recording and information sharing of partnership involvement – to be incorporated into SOP's and future audits

- Locala to provide assurance that safeguarding supervision is embedded within practice in the Sexual Health Service and is documented in a systematic manner – to be included in supervisor training sessions

CSE HUB Action Plan:

Of the 18 Actions: 17 have been completed, 1 is duplicated from Autumn

- Evaluation Tool

CSE Challenge Panel Action Plan:

Nil

CSE Scrutiny and Challenge Session Action Plan:

- (Action 1) CSE Hub review – carried forward/on-going
- (Action 27) Scoping of pathways, part of CSE Hub Review (Action 1)

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Report of the City Solicitor to the meeting of Executive to be held on 10th October 2018.

X

Subject: Changes to the Register Office Rooms

Summary statement:

To seek Executive agreement to the decommissioning of the Register Office ceremony room and to agree a scale of charges for its future use.

Decommissioning means converting the ceremony room in a Register Office building into an “approved premises” (namely approved for civil marriages and civil partnership ceremonies).

Parveen Akhtar
City Solicitor

Report Contact: Jill Raine
Phone: (01274) 434482
E-mail: jill.raine@bradford.gov.uk

Portfolio:

Councillor Susan Hinchcliffe, Leader

Overview & Scrutiny Area:

Corporate

1. SUMMARY

To seek Executive agreement to the decommissioning of the ceremony room and to agree a scale of charges for its future use. Decommissioning means converting a ceremony room in a Register Office building into an “approved premises”, for the use of which fees can be set locally, whilst still providing a standard Register Office room for marriages and civil partnerships.

2. BACKGROUND

The Council is required by the Registration Service Act 1953 and by the Civil Partnership Act 2005 to provide accommodation for a marriage/civil partnership at a Register Office.

The 1994 Marriage Act extended customer choice by enabling suitable premises to be licensed by Local Authorities for civil marriage. These premises are known as “approved premises”. A licence is granted to an approved premises for three years for which a fee is payable. The Council is obliged to provide details of the licensed premises, so that a national reference list may be maintained.

The Council is legally required to provide a Register Office for marriages and civil partnerships and charge at the statutory rate of £46. However, this only has to be provided in a room that can accommodate up to 6 people. The statutory fee for marriages and civil partnerships taking place in the Register Office is set by the General Register Office.

Since the introduction of The Marriages (Approved Premises) Regulations 1995 local authorities have had the option of decommissioning the Register Office ceremony room. Councils that do so can convert the “decommissioned” room into an approved premises. Decommissioning has been undertaken by approximately 75% of all Local Authorities in England and Wales as it enables a more realistic charge to be made for the use of the premises and therefore achieve an income to assist in the running of the Registration Service. Once decommissioning of ceremony rooms has taken place fees can be set locally.

By law two Registrars have to attend a civil marriage ceremony, the Superintendent Registrar, or one of his/her deputies, and a Registrar of Marriages or deputy. The Service also offers an enhanced ceremony, which includes music and readings of the couples’ choice. The statutory fee of £46.00 does not cover the cost of providing this service, especially on Saturdays when staffing costs increase.

The 1995 Regulations enable a Council to set a fee for the Registrars’ services in approved premises, which is a reflection of the costs incurred. The Civil Partnership Act provided similar arrangements in 2005, and fees for civil partnerships in approved premises are set similarly.

When a ceremony room is decommissioned it ceases to be The Register Office and becomes a separate and distinct ceremony facility. This enables couples to add personalised enhancements to their marriage or civil partnership ceremony, and for a new pricing structure to be set.

The decommissioning of the ceremony room will provide an opportunity for the Registration Service to charge a more realistic fee for marriages and civil partnerships. There is, however, a room which can accommodate up to 6 people and thereby meet the statutory requirement.

It is proposed that the Register Office ceremony room in City Hall is decommissioned and renamed The Priestley Suite from 1st April 2018. The suite will accommodate the parties to be married/forming a civil partnership, two witnesses and up to 30 seated guests. Fees will range from £80 to £140, Tuesday to Saturday. This option will increase the income to support the running of the service. The Priestley Suite will not be available for ceremonies on a Monday.

To maintain the statutory duty of providing a standard Register Office ceremony, the area currently used as the guests waiting room would be designated as the Register Office ceremony room and ceremonies would be offered there for the statutory fee of £46 (plus £4 for the certificate) on a Monday only. This room would accommodate the parties to be married/forming a civil partnership, two witnesses and up to 10 seated guests. The room will meet the national standard as described in the Good Practice Guide by the General Register Office and couples will not be disadvantaged by reason of cost, if they marry or form a civil partnership on a Monday.

The intended approved premises, The Priestley Suite, will require to be licensed and Public Notice will need to be given in the local press in accordance with the Marriages and Civil Partnerships (Approved Premises) Regulations 2005. In regard to this and due to the fact that marriages will be booked up to one year in advance at the statutory fee, it is anticipated that the ceremony room will be decommissioned on 31st March 2018 and the licence as an Approved Premises commence on the 1st April 2018.

The licence is granted for 3 years before a renewal application is required.

The decommissioning of the ceremony room will still provide the Council with a high quality and competitively priced service yet provide a sound financial basis for future development.

Bradford and Keighley Registration District is the only authority in the Yorkshire and Humberside region yet to adopt this model.

3. OTHER CONSIDERATIONS

Before a ceremony can take place each party must enter a notice of marriage/civil partnership.

After 29 clear days the Superintendent Registrar's Certificate for Marriage or Civil Partnership Schedule is issued.

A ceremony can only take place at the venue stated on the Superintendent Registrar's certificate or Civil Partnership Schedule.

The certificate is valid for 12 months from the date of entering the notice of marriage/civil partnership.

For couples who have already given notice of marriage/civil partnership for ceremonies at the Register Office, a new notice will be required, if they chose to have their ceremony in The Priestley Suite. Any fee required will be waived, and ceremonies already booked will be honoured.

The Registrar General will need to be notified and a period of 3 months notice given of the new fees.

4. FINANCIAL & RESOURCE APPRAISAL

Proposed fee structure for the Priestley Suite

Tuesday to Wednesday £76 (+ £4 statutory fee for the certificate)

Thursday £86 (+£4 as above)

Friday £106 (+£4 as above)

Saturday £136 (+£4 as above)

Based on figures from 1st April 2015 to 31st March 2016

	Total No of ceremonies	@ £46	New Fee	Additional Income
Monday	59	2714	2714	Nil
Tuesday	47	2162	3572	1410
Wednesday	49	2254	3724	1470
Thursday	61	2806	5246	2440
Friday	115	5290	12190	6900
Saturday	259	11914	35224	23310

Total additional income at current levels £35,530

Less cost of Proposal to create two new posts (as below) inc on costs £21,205

Net Budgetary contribution at current levels £14,325

From the additional income generated by decommissioning the Register Office ceremony room it is proposed to create two new posts.

Usher – The Register Office currently does not have an attendant to welcome and direct guests attending ceremonies. This has led to complaints and comments from customers and is not the professional image the service would wish to portray. The usher would be required every Friday and Saturday April to October (13 hours per week 0.351 FTE). HR have reviewed the role profile and proposed a grade of band 3 £14,975 per annum. Total cost SCP 8 £5,887.

Deputy Registrar – With the current staffing levels the number of ceremony times on offer have to be balanced against the other administration tasks that need to be completed each day i.e. issuing replacement certificates, booking birth, death and marriage appointments etc. With an extra member of staff taking on some of these tasks the ceremony room could be used to its full potential.

On Saturday this would mean 8 ceremonies and 7 ceremonies each weekday, providing more choice of times for the couples and generating additional income for the service. Often ceremony times have to be taken out of the diary especially on a Thursday/Friday when births and deaths appointments are being dealt with. The role of Deputy Registrar would be 22 hours per week, 0.595, the post is already graded at band 5 £16,191 per annum. Total cost SCP 12 £11,214

These additional part-time posts will enable the Registrars to meet statutory targets for the registration of births and deaths.

Comparisons with Neighbouring Districts

Leeds Register Office – Tuesday to Thursday £130, Friday £175, Saturday £195/£225
Register Office ceremony only available on the last Monday of every month

Kirklees Register Office – Monday to Thursday £99, Friday £130, Saturday £170

Register Office ceremony available at 10.30 or 11am Monday to Thursday only

Calderdale Register Office – Monday to Thursday £100, Friday £140, Saturday £200/£230
Register Office ceremony – limited availability weekdays only

Wakefield register Office - Monday to Thursday £125, Friday and Saturday £150/£250

All fees would be reviewed each financial year.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

The General Register Office for England and Wales has to approve all Register Office accommodation and the decommissioning of a ceremony room. Their advice has already been sought on these proposals.

Couples have to enter their notice of marriage/civil partnership in the registration district where they have resided for the previous 7 days and therefore there is a risk that a notice of marriage/civil partnership could be given in good faith in another district, for The Register Office, rather than The Priestley Suite. To avoid this situation a notice will be sent to all authorities in England and Wales outlining the changes and all couples will be issued with a provisional booking letter, clearly stating the venue of the ceremony at the time of booking.

6. LEGAL APPRAISAL

The proposals meet the requirements of the Registration Service Act 1953, the Civil Partnership Act 2005 and the Marriages (Approved Premises) Regulations 1995.

7. OTHER IMPLICATIONS

None

7.1 EQUALITY & DIVERSITY

7.2 SUSTAINABILITY IMPLICATIONS

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

7.4 COMMUNITY SAFETY IMPLICATIONS

7.5 HUMAN RIGHTS ACT

7.6 TRADE UNION

7.7 WARD IMPLICATIONS

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

- 9.1 The level of fees suggested could be amended as Members see fit.
- 9.2 Alternatively, no changes could be made.

10. RECOMMENDATIONS

- 10.1 To decommission the Register Office ceremony room and licence the room as an Approved Premises for Civil Marriages and Civil Partnerships under the Marriages and Civil Partnerships (Approved Premises) Regulations 2005.
- 10.2 To maintain the statutory duty of providing a standard Register Office the area currently used as the guests waiting room be designated as the Register Office ceremony room.
- 10.3 The City Solicitor to submit plans to the Registrar General for approval to the statutory Register Office room.
- 10.4 To approve the fees for use of The Priestley Suite on Tuesday to Saturday.
- 10.5 To approve the additional posts of Usher and Deputy Registrar.
- 10.6 To authorise the City Solicitor to make any necessary additional changes or amendments to service provision under these new arrangements in consultation with the Portfolio Holder.

11. APPENDICES

None

12. BACKGROUND DOCUMENTS

The Proper Officer's Guide to Registration Service Delivery

Leg/Dem/CC/PA/DJN-02.08.17

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Report of the Strategic Director of Place to the meeting of the Executive to be held on 10 October 2017

Y

Subject:

Bradford District's Economic Growth Strategy

Summary statement:

This report provides a progress update on the development of the new Economic Growth Strategy for Bradford District.

The purpose of the strategy is to help support the growth of Bradford district's economy, and provide a focus for joint activity across a range of partners. Its goal is supporting economic growth that everyone can contribute to and benefit from.

Executive is asked to endorse the four themes around which delivery will focus, and provide a steer on next steps.

Steve Hartley
Director of Place

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Portfolio:
Regeneration

Overview & Scrutiny Area:
Regeneration and Economy

1. SUMMARY

- 1.1 This report provides a progress update on the development of the new Economic Growth Strategy for Bradford District.
- 1.2 The purpose of the strategy is to help support the growth of Bradford district's economy, and provide a focus for joint activity across a range of partners. Its goal is supporting economic growth that everyone can contribute to and benefit from.
- 1.3 Executive is asked to endorse the four themes around which delivery will focus, and provide a steer on next steps.

2. BACKGROUND

- 2.1 The Producer City Board has oversight and ownership of the strategy and its development.
- 2.2 The Producer City Board is Bradford district's economic partnership. Its economic ambition for Bradford and district as a city that creates, makes and trades was set out in the Producer City Strategy of 2014. This was aligned to the Leeds City Region Strategic Economic Plan, government plans for achieving sustainable and balanced growth, and endorsed by Executive.
- 2.3 Key priorities previously articulated by the Board and its suite of sub boards include transport, post 16 skills provision and Industrial Centres of Excellence, the Digital Health Enterprise Zone, Bradford College Advanced Technology Centre, delivery of the City Plan actions, identification of sector strengths and the encouragement of growth. The new Economic Growth Strategy is a development of this work.
- 2.4 There have clearly been significant global, national and local shifts in the economy since previous work in this area was produced. The district economy has improved steadily since 2011 following recession with unemployment falling and business numbers growing. However, a number of factors have created increased uncertainty in the outlook for the global economy that will impact on Bradford district going forward. These include continuing austerity, the election of Donald Trump as US president and structural changes in the nature of employment driven by digital technologies and new business models. The UK voting to leave the European Union places an increasing importance on growing export markets outside the EU which could play to Bradford's global connections. A weaker pound will make exports more competitive which could benefit the district's manufacturing sector in particular.
- 2.5 The Economic Growth Strategy aims to support the district's economic growth in this context of both uncertainty and opportunity. The appointment of a new Chair to the Producer City Board also affords the opportunity to review the direction of the district's economic partnership with the business community.
- 2.6 This work also develops further the commitment to our shared outcome of creating better skills, more good jobs and a growing economy which was confirmed in last year's District and Council Plans.

- 2.7 Bradford's new Economic Growth Strategy will focus clearly on the economy of the whole of the district, and will reflect the economic roles of all of the district's communities, and their connections into the wider Northern economy. In so doing it builds on the delivery of the City Plan, approved by Executive in February 2015. While the city centre continues to be a critical factor in the economic success of the district, this Economic Growth Strategy will aim to provide a focus on interventions that will best maximise the opportunities offered by the different sectoral strengths found in our diverse district – for example manufacturing in Keighley and the visitor economy in Haworth – and the new economic growth strategy.
- 2.8 In considering these diverse sectoral opportunities, the strategy also represents an evolution of the Producer City's emphasis on the role of manufacturing within the district. Advanced manufacturing and engineering remains a significant sector strength for the district, and indeed the North of England. However, there are other sectors that also offer great potential, including those seen as foundations to the economy such as health and social care, which are vital in building an economy that everyone can contribute to and benefit from.
- 2.9 The Economic Growth Strategy places this concern of building an economy that everyone can contribute to and benefit from at its heart, and understands this focus on inclusive growth as essential to driving increases in productivity as well as our wider economic and social wellbeing.
- 2.10 The strategy will draw from the district's response to the UK government's Industrial Strategy green paper of early 2017, and will be developed in the context of further work with government on this agenda, in anticipation of an Industrial Strategy white paper in Autumn 2017.
- 2.11 As well as a focus for work within the district and direct with government and other partners, developing an Economic Growth Strategy now for Bradford District will give a clear focus for input into work to incorporate inclusive growth more effectively into the work of West Yorkshire Combined Authority and the Leeds City Region, and will ensure that sub regional approaches reflect Bradford priorities. The alignment of timescales with work by Leeds City Council on a new growth strategy also presents an opportunity to better maximise the economic potential of the two districts.

3. OTHER CONSIDERATIONS

3.1 Evidence base

- 3.1.1 Metrodynamics were commissioned to produce an intelligence base and economic narrative to underpin the strategy. This work identifies existing and emerging strengths including:

- Population and commuting dynamics
- New emerging sectors
- Young wealth creators
- Historic buildings

- 3.1.2 To inform the development of the strategy, Metrodynamics suggested a number of areas of potential focus:

- Retain and attract more younger residents who are currently leaving Bradford to neighbouring areas.
- Deepen the relationship with Leeds to become cooperative so that both cities benefit from the creation of new complementary assets.
- Continue to develop the 'Producer City' economy, supporting growth in traditional and new-economy sectors including through shared expertise.
- Retain and grow clusters of young wealth creators in the centre of Bradford and Saltaire to maximise their potential by capitalising on and investing in the city's many relevant strengths.
- Improve transport connectivity and capacity between areas within the district and nearby urban centres, and invest in direct rail connectivity to main UK cities.

See **Appendix 1** for further details.

3.2 **Engagement programme**

3.2.1 Discussions have taken place at existing business and partner networks including People and Innovation Board, Bradford Breakthrough, Chamber related groups including the Property Forum, Leeds City Region Directors of Development, Producer City Board, as well as with Council staff.

3.2.2 A series of economic growth strategy focused engagement workshops have also taken place, focused on:

- What the evidence tells us.
- Our globally connected city and district.
- Bradford's young and future economy.
- Bradford in the North.
- Leeds / Bradford – growing together.
- Sector strengths and opportunities.
- The aspirations of young people.

3.2.3 Key findings include:

- Emphasis on young people – retaining and attracting and supporting young people to become wealth creators.
- Focus on education, skills and connectivity.
- Relative affordability of housing and commercial space.
- Low start up costs can create an attractive place for innovation and putting down roots.
- Business to business mentoring and support would be well supported.
- Shared branding and nested identities (i.e. within a Northern Powerhouse brand) is important.

See **Appendix 2** for further details.

3.3 **Citizens' Survey**

A survey was shared with the citizens' panel and made available on the web page that has been set up to support the development of the strategy. This asked respondents about their own personal economic circumstances, their views on Bradford's economy and how they saw the district's future economic prospects. In the main, respondents to the survey were largely satisfied with their own personal current economic circumstances. However, this compares to a more negative general view on the current performance and future prospects for the district

economy, and a more pessimistic view of their own future economic circumstances.

3.4 Key issues

3.4.1 The Economic Growth Strategy is building on the engagement and analysis described above to outline an ambition for growing a more productive and inclusive economy that is as forward looking as befits the youngest city in the UK.

3.4.2 Four areas of focus for the Council and partners are proposed as providing clear and distinctive opportunities to be seized:

- ***Our young and enterprising population:*** ensuring our young people are equipped to succeed and drive our future economy.
- ***Our distinctive offer:*** capitalising on our distinctive places and cultural assets to create compelling investment propositions.
- ***Our growth potential:*** building on business strengths to improve productivity and create the conditions for growth.
- ***Our globally connected district:*** improving transport infrastructure and digital connectivity, and supporting businesses to increase exports.

3.4.3 The strategy will support the government's stated goal of rebalancing the UK economy. To achieve national average levels of productivity means increasing the value of our economy by £4 billion. The strategy will propose Northern England's productivity levels as a useful benchmark along that journey: an increase of £1.6 billion gross value added (GVA) would see Bradford district's economy matching Northern levels of productivity. Getting 22,000 people from Bradford into work over the next decade would bring us up to national average levels employment. Matching UK rates for NVQ3 (equivalent to two or more A Levels) would mean another 48,000 people in Bradford (working age residents) qualified to that level, and better equipped to work in better paid jobs. Finally, increasing our average earnings to the national average would increase wages by £65.20 each week (on average, based on full time gross pay).

3.4.4 The next stage is to identify the actions which will require long term commitment and effort, to achieve the scale of impact and outcomes being sought. On going work around educational attainment and significant investment in our transport connectivity would be clear examples. Also critical will be the Council's role in enabling and catalysing more rapid actions across partners in all sectors. And alongside this work in Bradford district and across the Leeds city region, the strategy will also make clear the scale of the ambition and ask of government, and the potential return on such investment via increased economic activity, reduced welfare support requirements and increased tax returns.

3.4.5 In supporting this next stage in the development of the Economic Growth Strategy, a specially convened Producer City Board meeting in September focused on drawing out the focus for delivery and made the following points:

- The importance of building on our successful Industrial Centres of Excellence.
- The value of a unified brand, which reflects Bradford in a confident light.
- The need to reflect the district's positive relationship with Leeds, and the differentiated offer we can provide.
- The contribution our cultural assets can make to our economic success.
- The need for peer to peer business support.

- 3.4.6 Further work will be progressed to build buy in and ownership, clarify partner contributions and ensure that the final product is fit for purpose as a mechanism for promoting and supporting the district's economic growth with a range of partners both within the district and beyond.
- 3.4.7 The intent is to bring the final version of the strategy to the Producer City Board in December 2017. Options for a subsequent business conference to provide a platform for the launch of the Economic Growth Strategy are being developed. This will provide a good opportunity to profile partner commitments to the delivery of the strategy, including the ways in which businesses are supporting more inclusive growth. It would also be a means to continue to raise the district's profile with government.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Budget support for development of the strategy is coming from within Economy and Development resources. Staffing support is being provided by the Office of the Chief Executive.
- 4.2 The design of the strategy is being handled externally due to the current limited capacity in the Council's design team. The appointment of an external designer to fulfil this project is underway. This will include supporting materials as well as the strategy document itself.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 A project team including staff from Bradford Council, West and North Yorkshire Chamber of Commerce, the University of Bradford, West Yorkshire Combined Authority, and the voluntary and community sector is supporting the development of the strategy to time and to plan. The Producer City Board has oversight of its development.

6. LEGAL APPRAISAL

- 6.1 The economic growth strategy is being prepared under the Local Authority's General Power of Competence as provided in the Localism Act 2011, Section 1.
- 6.2 Neither the Local Democracy, Economic Development and Construction Act 2009, nor the Localism Act 2011 place a statutory duty on local authorities to produce an economic strategy.
- 6.3 Under Section 69 of the Local Democracy, Economic Development and Construction Act 2009, since September 2010 local authorities are free to determine the breadth and scope of their own assessments of the economic condition of their area, reflecting local priorities.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Our goal is to achieve inclusive economic growth and this is being taken into account as the strategy develops. Equality Impact Assessments will be considered

as necessary.

7.2 SUSTAINABILITY IMPLICATIONS

Our goal is to achieve sustainable and long term economic growth through investment in skills, infrastructure and innovation.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Our goal is to create inclusive economic growth which has a positive impact on the environment. The next phase of development will aim to identify actions to support energy infrastructure development and greenhouse gas emission reductions.

7.4 COMMUNITY SAFETY IMPLICATIONS

None identified.

7.5 HUMAN RIGHTS ACT

No implications identified.

7.6 TRADE UNION

No implications identified.

7.7 WARD IMPLICATIONS

This is a District Economic Growth Strategy which focuses on understanding and supporting the economic role of all communities and wards within the District.

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

Not applicable.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

That Members endorse the approach to the draft strategy and progress made to date.

10. RECOMMENDATIONS

10.1 Members endorse the four themes as providing a useful focus for further work around delivery.

10.2 Members ask the Producer City Board (and supporting officers) to develop these themes into a clear set of proposals for action and implementation.

11. APPENDICES

- Appendix 1 – economic analysis
- Appendix 2 – engagement summary

12. BACKGROUND DOCUMENTS

None.

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Bradford Economic Intelligence

25 July 2017

Metro — Dynamics

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Executive summary

Bradford is one of the great cities of the UK. During the 19th century, industrial innovations established Bradford as the wool capital of the world. Today, the district is an economy worth over £9.5 billion and with trade links to countries across the globe.

This report was commissioned by Bradford Metropolitan District Council to provide an analytical base to inform the development of a new economic strategy. From this analysis we suggest a number of strategic priorities that could drive the future success of Bradford.

Bradford has a young and growing population. It is characterised by high birth rates and high inward international migration. This is countered by many residents, particularly the younger (25 to 34) economically valuable cohorts leaving Bradford on an annual basis mainly to nearby areas and other northern locations. By developing and promoting the right housing and employment offer, Bradford has the potential to reverse these patterns **and retain and attract more younger residents who are currently leaving Bradford**, for the economic benefit of the district as a whole.

Although Bradford's labour market is relatively self contained, many of its residents work in Leeds. A high proportion of these are bright young professionals who commute to jobs in the professional services sector. The evidence suggests that while commuting patterns are strong, the cities are functioning as separate labour markets. An opportunity exists **to capitalise on synergies and create new complementary assets that deepen the relationship between Bradford and Leeds** and build cooperation for the benefits for both cities.

Bradford's sectoral strength remains its traditional manufacturing base, largely born from the textiles industry. Today there is evidence of emerging growth in a number of niche new-economy sectors. Supported with the right physical and digital infrastructure these can be the seeds of growth that can also attract young professionals. Sharing expertise from established companies in creating trade networks can ensure the success of new sectors together with continuing **to develop Bradford's Producer City economy, supporting the growth of businesses in traditional and new-economy sectors**.

Cities compete for young wealth creators, defined as the people who create the new technologies, businesses and jobs of the future and stimulate wider economic growth. Evidence reveals clusters close to the centre of Bradford and in Saltaire. **To retain them, maximise their potential as generators of success and draw in more entrepreneurs, investment must capitalise on Bradford's relevant strengths**. These include under-utilised heritage and historic buildings that define its city-scape to create desirable living and working spaces; cultural diversity; the ideas and potential of the cities young people and available and affordable property.

Infrastructure capacity and connectivity are identified as a consistent constraint on Bradford's prosperity. Analysis reveals they have an impact on business location, property values and attracting companies and residents. **Improving transport connectivity** between areas and nearby urban centres, together with investment in direct rail connectivity to main UK cities will be critical.

This is not an easy task. The analysis reveals that, like West Yorkshire, Bradford's economy has yet to rebound to pre-2008 recession levels with GVA per capita lower than it was before the decline. Levels of qualifications and labour market participation in Bradford are below the national average, and many of the district's brightest residents are leaving the district or work in high-value jobs elsewhere. But the findings of this analysis highlight major strengths and signs of emerging new growth which, with the appropriate support and investment, provide significant opportunities to ensure Bradford's ongoing success.

Based on the analysis 5 key strategic priorities are suggested for Bradford:

- Retain and attract more younger residents who are currently leaving Bradford to neighbouring areas.
- Deepen the relationship with Leeds to become cooperative so that both cities benefit from the creation of new complementary assets.
- Continue to develop the 'Producer City' economy, supporting growth in traditional and new-economy sectors including through shared expertise.
- Retain and grow clusters of young wealth creators in the centre of Bradford and Saltaire to maximise their potential by capitalising on and investing in the city's many relevant strengths.
- Improve transport connectivity and capacity between areas within the district and nearby urban centres, and invest in direct rail connectivity to main UK cities.

The Bradford Economy – Building on existing and emerging strengths

This analysis of Bradford's people, economy, business, skills and property that follows was commissioned by Bradford Metropolitan District Council. It provides a foundation that has informed discussion, engaged stakeholders and provided input to the development of a new economic strategy.

It reveals a district continuing to experience slow recovery in growth since the 2008 recession together with below average qualifications and labour market participation. However, almost without exception, its many challenges are countered by strengths and opportunities that if acted upon can reverse the issues and provide the potential to stimulate accelerated economic growth and prosperity for Bradford's businesses and residents alike.

The story of Bradford is of a young city yet one that faces the challenge of losing bright and economically valuable professionals. It is a district with strong traditions as a manufacturing centre yet sectors of new growth are only just emerging. Bradford has significant available space with affordable commercial and residential property, yet it lacks the foundation of skills businesses are seeking; although the majority of Bradford residents work in the district and there are strong connections with Leeds, Bradford's transport infrastructure lacks connectivity and capacity.

Population Dynamics: Bradford is a city with a significantly higher proportion of children than many other cities. The high fertility rate combined with international inward migration ensures the population of the city is growing. However, behind this increase in population, there are particular portions of the population that are declining; namely, young people between ages 26 to 34. For that particular cohort there has been a decline due to net outward migration. The opportunity is to develop the residential and employment offer that reverses this trend and draws in young residents too.

Commuting Dynamics: The economy of Bradford is relatively self-contained. Nonetheless, a total of 27,500 people commute from Leeds into Bradford daily and 17,000 people commute from Bradford to Leeds. The analysis indicates that many commuters are young professionals who travel to Leeds city centre to take jobs in professional services. Workers commute into Bradford from different areas across the Leeds City Region. While there are clearly strong commuting patterns between the two cities, they appear to be functioning as two separate labour markets, with a surprisingly high level of self-containment in Bradford. This runs counter to the theory of urban agglomeration. Urban agglomeration occurs when the relationship between cities shifts from mainly competitive to one of cooperation. Cities with highly integrated urban agglomeration tend to function as one single labour market with differing and complementary specialisms across the wider area. The evidence shows there is an opportunity for the relationship between Bradford and Leeds to be deepened, so that agglomeration is supported and both cities could benefit through the creation of new complementary assets.

New Emerging Sectors: Bradford's sectoral strength has long been in traditional areas of the economy – these specialisms have made, and continue to make Bradford a 'Producer City'. The district has particular strengths in areas of manufacturing, many born out of the textile industry. However there is growing evidence that a number of new niche sectors are beginning to develop across the district – particularly in the areas of new media and telecoms. These green shoots provide significant potential thanks to the combination of technology with overseas trade links. For instance, the online gaming market in Pakistan is set for stratospheric growth; Bradford's residents are well positioned to create new cutting edge media technologies across a range of languages and use existing trade links to sell abroad. This would be exciting for Bradford as it expands the title of Producer City into the online and digital worlds.

Young Wealth Creators: There appears to be a cluster of young wealth creators based in Bradford city centre and Saltaire. Cities compete for young wealth creators, defined as the young people who create the new technologies, businesses and jobs of the future. So the analysis shows that while a number of young people commute out to Leeds to work in professional services, there are a number of young wealth creators who live and work in Bradford. Going forward the district will need to think about how to support and secure these groups of people. This will mean addressing infrastructure constraints, including slow broadband and lack of direct rail access. In addition, the creation of mixed-use developments and urban apartments are key to holding onto this group. The analysis shows that the range of businesses being created by these young wealth creators spans sectors and industries that have typically not been based in Bradford to-date.

Historic Buildings: It is thanks to Bradford's past riches and mercantile entrepreneurs that the city is blessed with a range of beautiful, historic buildings, many of which would be appropriate for the sorts of mixed-use developments young urban residents prefer. Bradford also has an advantage as property prices are extremely low compared to other parts of the country with many parts in decline over the last few years. Similarly, while there has been significant investment in the city centre, the transaction values of commercial property remain low. All of this provides the district with an opportunity to create the authentic and urban living experience that many cities across the UK and the world can only dream of. It should be noted that the low prices reflect low levels of demand. Building a vision and engaging investors to understand it and invest will be critical. Addressing issues such as direct rail connectivity will be paramount to this. Should investments like these happen, there is no reason why Bradford could not develop in a similar way to Brooklyn – home to the young and innovative who help to refashion and regenerate the city.

In conclusion, clear and recurring themes emerge from the analysis. The key question becomes which opportunities to pursue and how to make them happen. Retaining and attracting more younger residents who are currently leaving Bradford to neighbouring areas is vital in enabling economic growth. But it will require new employment opportunities and the development of appropriate residential offerings as well as finding ways, as other cities have, to better retain graduates. Deepening the relationship with Leeds to become cooperative is a potential way to begin this which will require shared vision and investment in the short term.

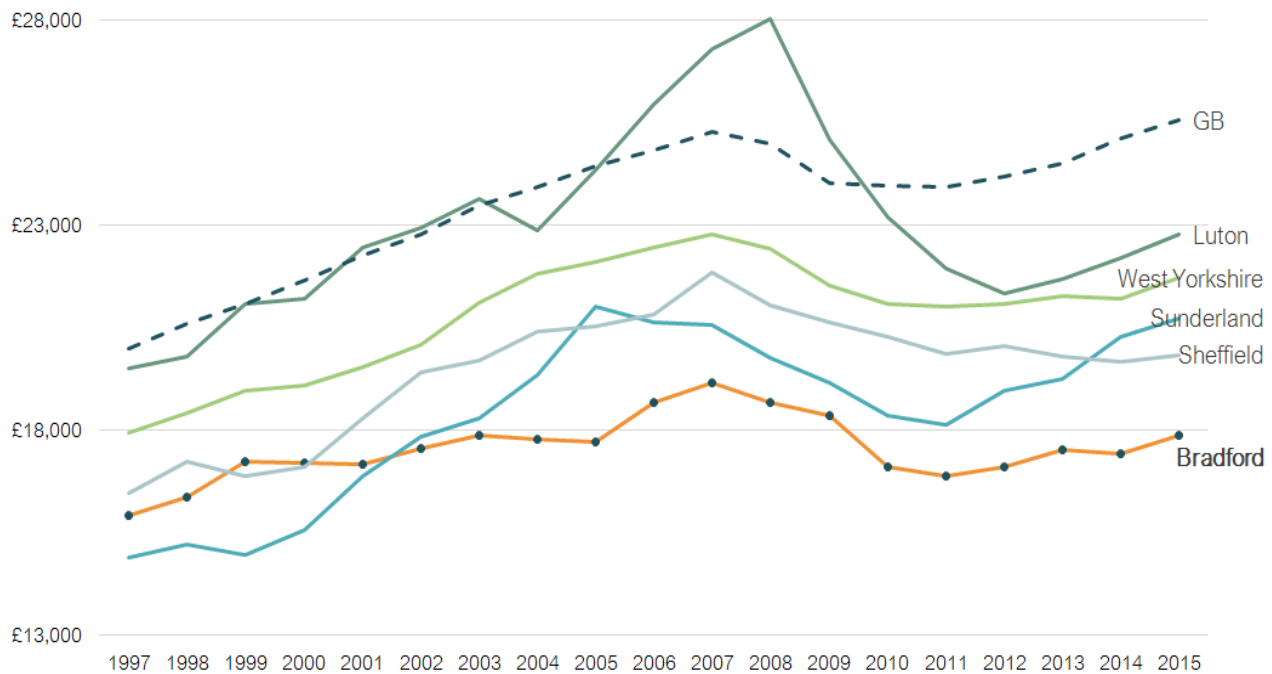
In order to create a necessary step-change in industrial productivity it is suggested that the 'Producer City' initiative is continued in order to develop the economy by supporting growth in traditional industries but that it is extended so the district does what it can to stimulate new-economy sectors such as new media and telecoms. In part this can be through facilitation of shared expertise as well as through development of business networks and finance.

Clusters of young wealth creators are an asset the district cannot afford to lose. Learning more about the needs of these communities and what characterises them locally can help inform and prioritise the precise investments required to enable them to grow and thrive. Bradford has much to build on, not least the heritage and availability of its built environment. By shaping business models and developing visions and profiles of the success and potential of specific sites across the district, it can become possible to engage and excite investors and create a new momentum and energy.

Improving transport connectivity and capacity emerges as a crucial enabler to almost every aspect of Bradford's economy. Increasing the ease and speed of movement of people particularly through rail networks will extend the reach of the city by connecting places where people want to live with businesses and employment across the district. A more detailed consideration and analysis of what is possible could be an important next step.

Bradford's GVA growth mirrors national GVA trend, but a step-change is needed

Figure 1 – GVA per capita 1997-2015



Source: Metro Dynamics analysis of ONS Regional Gross Value Added data

Bradford is a major UK economy that produced £9.5 billion of goods and services in 2015. However, on a per capita basis, Bradford's economy underperforms compared to neighbouring cities, and is significantly below the UK average. Bradford's economy has not fully recovered since the recession and GVA per capita remains lower than it was in 2009. As a result, the gap between average UK per capita GVA and that in Bradford is increasing.

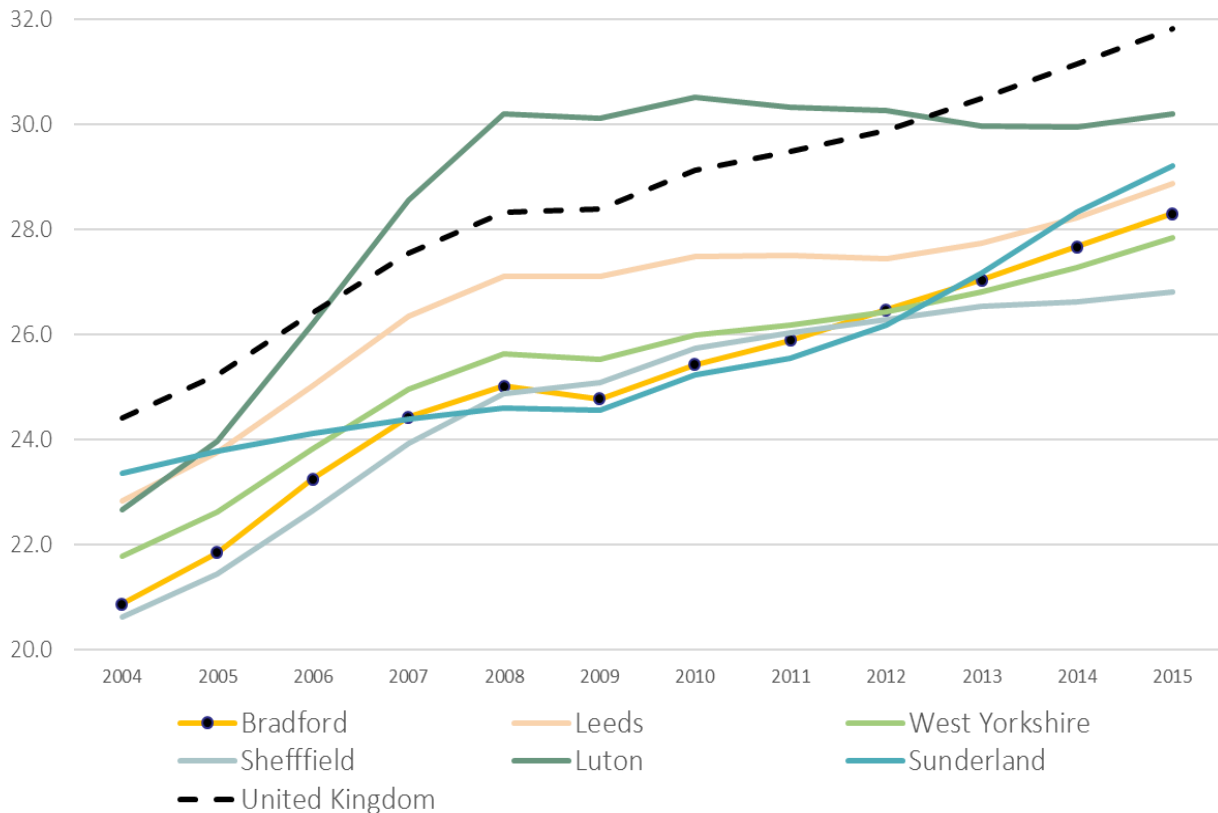
Luton has been included as a comparator with a population make-up similar to that of Bradford in that it has a large Asian base. Sheffield and Sunderland were included because they are also Northern cities going through long-term industrial restructuring.

In order to increase GVA significantly, a step-change in economic growth will be required. Opportunities for doing so are considered throughout subsequent analysis of industry sectors, population, skills and infrastructure.

Bradford District is considering a stretch target of £13.5 billion for GVA – an increase of over 40%. Other global cities have achieved such significant increases, but only through investment in game-changing infrastructure such as the creation of new direct rail links, or the establishment of a new airport.

The gap exists despite the strengthening productivity – a testament to Bradford’s businesses

Figure 2 – GVA per hour worked 2004-2015



Source: Metro Dynamics analysis of ONS productivity data

It is also useful to note that Bradford’s lower GVA per capita figures are not linked to issues of productivity. Bradford’s economy produces a greater volume of GVA per hour worked than Sheffield or the West Yorkshire Combined Authority. This is partially a testament to the number of large and significant businesses that are based in Bradford. Examples include William Morrison Supermarkets Ltd, Yorkshire Building Society, Provident Financial and Hallmark Cards.

The strong productivity figures are also a testament to the continued strength of manufacturing across the district – part of Bradford’s Producer City strength; manufacturing produces a higher GVA per hour worked than many other sectors.

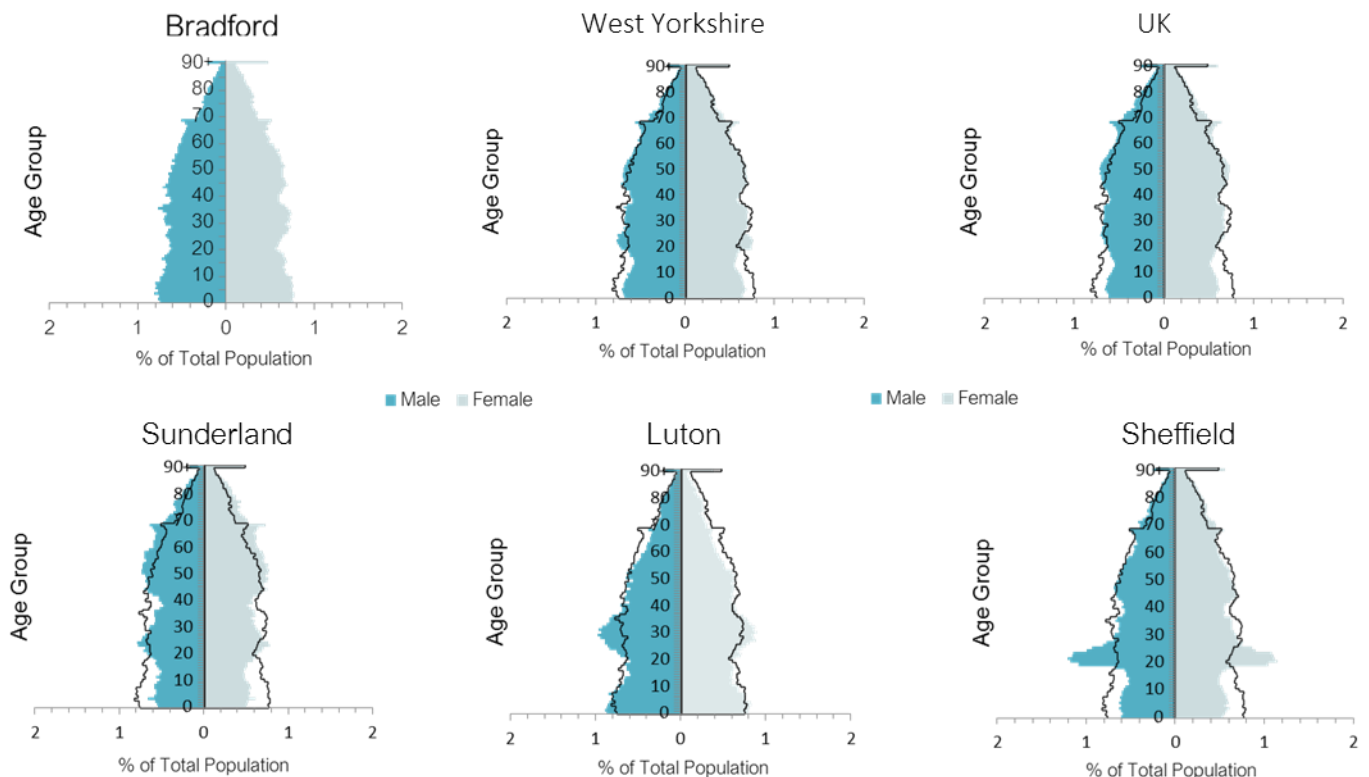
There remains a gap between productivity in Bradford and the UK average; this is a reflection of the higher productivity in the South East, and the gap with the UK average is smaller in Bradford than many other Northern cities.

GVA per hour worked

Bradford	28.29
Leeds	28.88
West Yorkshire	27.83
Sheffield	26.82
Luton	30.20
Sunderland	29.21
United Kingdom	31.82

Bradford is a young city with a growing population

Figure 3 – Population pyramids for Bradford and Comparators



Source: Metro Dynamics analysis of ONS population estimates data

It is well known that Bradford has a growing and particularly young population.

The population pyramids provide an overview of the age structure in Bradford and five comparator areas. They show the proportion of all residents in an area by gender and single year of age. The pyramid for Bradford is overlaid as a black outline on the others for simple comparison.

Most striking for Bradford's profile is the high proportion of children (bottom of the pyramid) when compared to most British cities and to the UK as a whole. In fact, it is an exception to the declining fertility rates of recent decades that typically produce a population profile with a lower proportion of young residents, as seen in the majority of Western cities.

Indeed, Bradford not only has the highest proportion of residents under the age of 18 of any city in the UK, but it has also a lower proportion of residents in all age groups over 45 when compared to the UK.

An analysis of Bradford's overall population trends reveals that, despite its young population profile (usually related to high population growth), its population growth rate is declining. Although still positive (Bradford's population is increasing every year), the overall rate of population growth between 2010 and 2015 was only 2.6%, well below the national average of around 4% for the same period. This also appears to be a relatively recent phenomenon, as population growth in Bradford for the period 2005-10 was still running above the UK average.

And many young adults are leaving, but if retained offer economic benefit

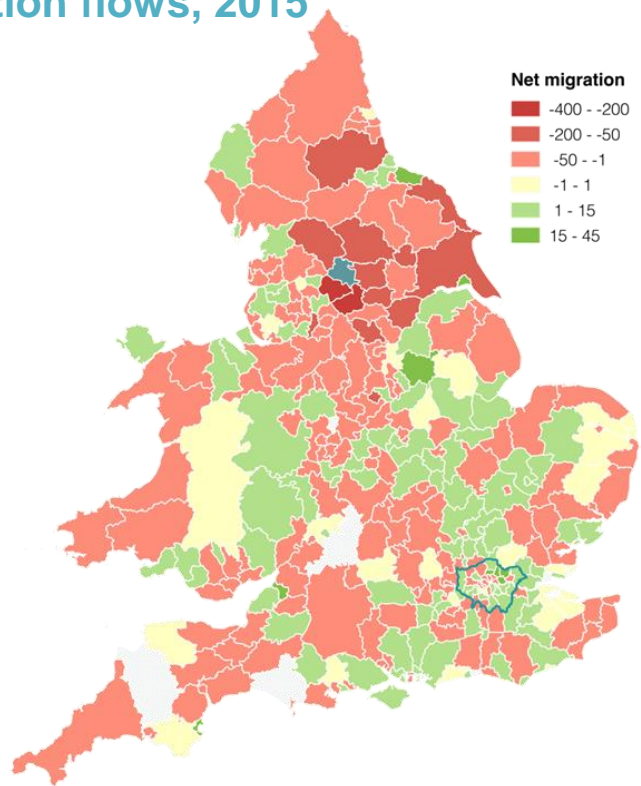
Figure 4 – Bradford net migration flows, 2015

Internal migration

Age group	Inflow	Outflow	Net migration
Under 18	2,762	3,268	-506
18 to 20	1,210	2,083	-873
21 to 25	2,757	2,751	6
26 to 34	2,817	3,414	-597
35 to 44	1,822	2,142	-320
45 to 54	1,166	1,460	-294
55 to 64	868	989	-121
65plus	908	1,065	-157
Total	14,310	17,172	-2,862

International migration

Inflow	Outflow	Net migration
4,501	2,047	2,454



Source: Metro Dynamics analysis of ONS and Ordnance Survey data

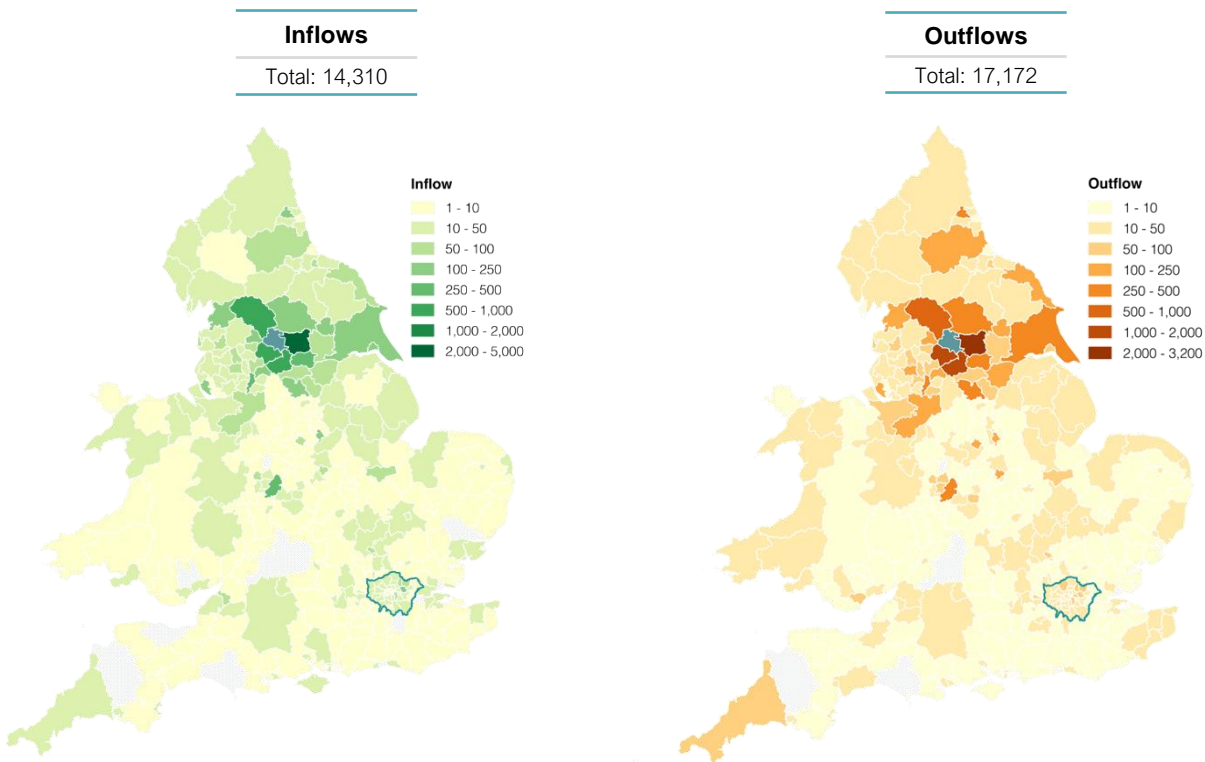
Migration is another important factor influencing Bradford's population change. The tables and map above show internal and external migration figures for the district. Internal migration depicts the total number of residents who moved into Bradford from elsewhere in the UK (inflows), as well as the number of residents who moved out of Bradford to other UK districts (outflows), by different age groups.

The map shows the net internal migration (inflows-outflows) to and from all other districts in England and Wales (red areas representing a net outflow and green areas a net inflow). Finally, a table of international migration provides data on residents who moved into Bradford from abroad during 2015, and those who left Bradford to live outside the UK.

Bradford is losing people across almost every age group, with particular emphasis on younger cohorts. With a net outflow of 873 18-20 year olds, Bradford differs from the profile expected of a UK university city. In total, Bradford lost over 2,800 residents to other areas of the UK during 2015, particularly to neighbouring districts and other northern locations.

This net loss was almost compensated for by a net positive international migration flow of 2,454 new residents in the same year. If international migration is clearly playing an important role in keeping Bradford's population growth steady, the high numbers of in and out migration of international residents – presumably at different life stages – might also provide an explanation for the atypical population pyramid we observe.

Figure 5 – Bradford internal migration origins and destinations, 2015



Source: Metro Dynamics analysis of ONS and Ordnance Survey data

The maps above show the total number of people who moved to Bradford (in green) and who moved from Bradford (in orange) during the year 2015. The strongest connections are most clearly with Leeds and other northern cities, rather than London. There are also a considerable number of Bradford residents moving to the West Midlands, particularly to Birmingham and Coventry.

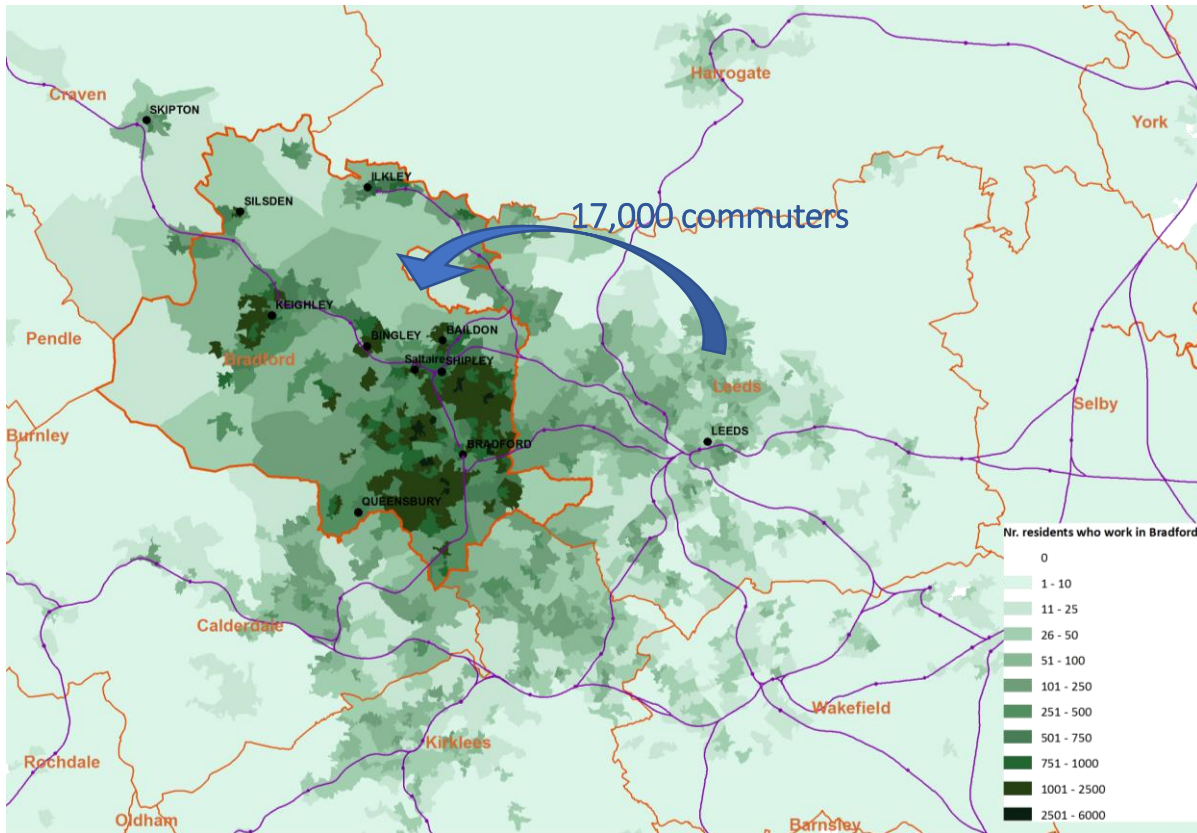
It appears that population change in Bradford has been driven by natural population growth and by international immigration. Bradford loses more people to UK migration than it gains. Should international migration into Bradford slow down (either as a result of Brexit or changes to UK migration policy) there is a risk that Bradford will experience a population decline in the medium term.

The reasons are twofold. On the one hand, natural population growth is the result of considerably higher than average fertility rates in recent years (e.g. in 2015, the general fertility rate in Bradford was 74.8 compared with 62.5 in England). Although these figures are likely to have an ethnic dimension given Bradford's significant Asian population, there is a natural trend in advanced economies for fertility rates to decline with changing household arrangements and the increasing economic participation of women. On the other hand, the evolution of international migration flows is always unpredictable. They depend on several hard-to-control factors such as immigration policies, external perceptions of the UK or events taking place overseas. Moreover, the recent decision of the UK to leave the EU adds to this uncertainty.

The opportunity for Bradford is to capitalise on what the evidence shows - that there are many young people in the area who, when the time comes, make the decision to move to nearby areas. By retaining and attracting more of these economically valuable young residents and developing and promoting the right employment and residential offer, Bradford has the potential to reverse patterns of population change, thereby bringing economic benefits to the entire district.

Bradford's workforce is self-contained, but Leeds attracts many residents

Figure 6 – Where Bradford workers live



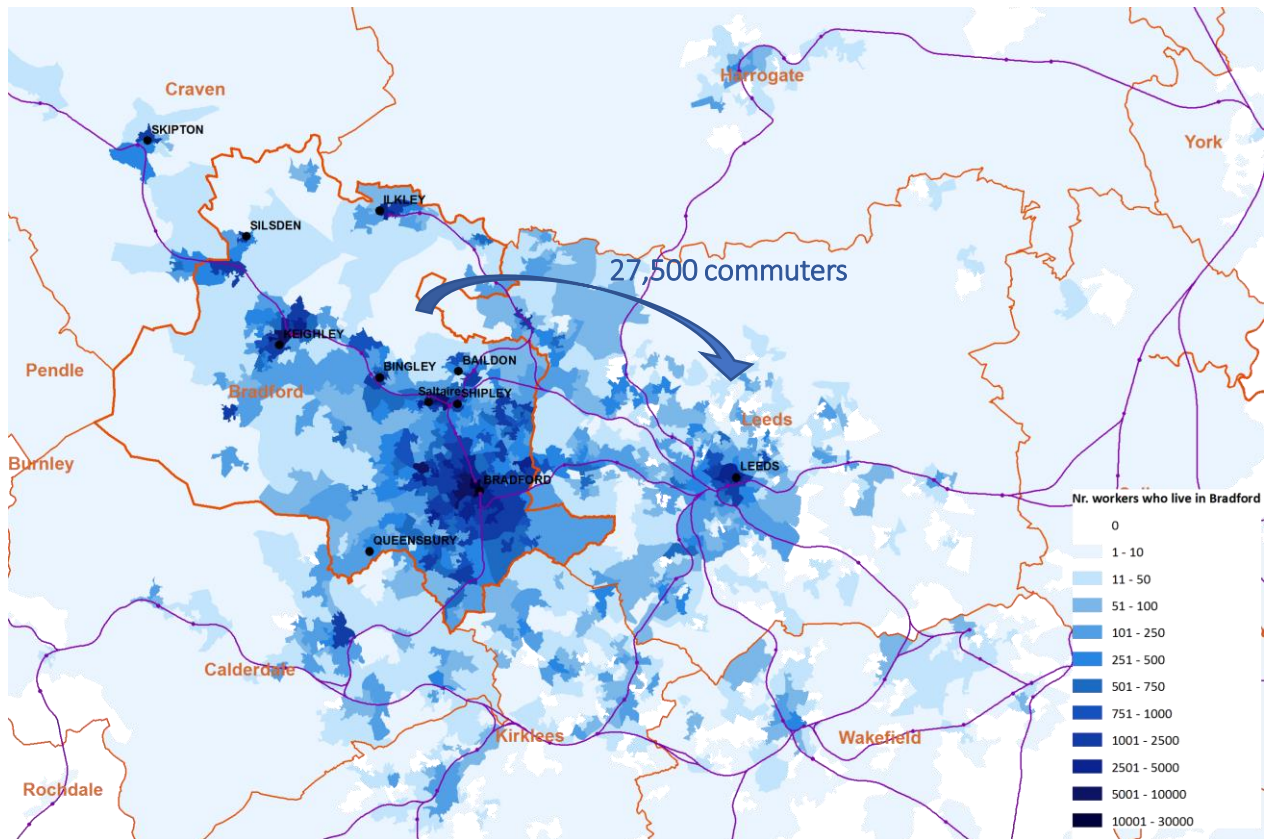
Source: Metro Dynamics analysis of Census 2011 and Ordnance survey data

An analysis of Bradford's daily commuting flows provides a valuable insight into the functional role of the city region. Figure 6 shows where people who work within Bradford District travel from. The darker areas show the majority of people who work in Bradford also live in Bradford (72%).

Of Bradford's workplace population, 17,000 live in the Leeds region, particularly in areas close to their boundary. This accounts for over one third of all Bradford's commuting inflows, with Kirklees (9,000 commuters) and Calderdale (8,000 commuters) also acting as important residential clusters for Bradford's workforce.

When considering where Bradford's residents commute to, the picture is slightly different (figure 7). Self-containment is much lower, with Leeds the most popular of external destinations. 70% of Bradford's residents also work in the district, but Leeds attracts significant numbers of Bradford's working population: 27,500 daily commuters, roughly half of all Bradford residents who work outside the district.

Leeds is a very important working destination for Bradford residents, particularly in areas around the city centre. Bradford's city centre is an even more dominant destination for the district's residents. Other important employment centres include Keighley, Bingley, Shipley and Saltaire, and Steeton and Silsden.

Figure 7 – Where Bradford residents work

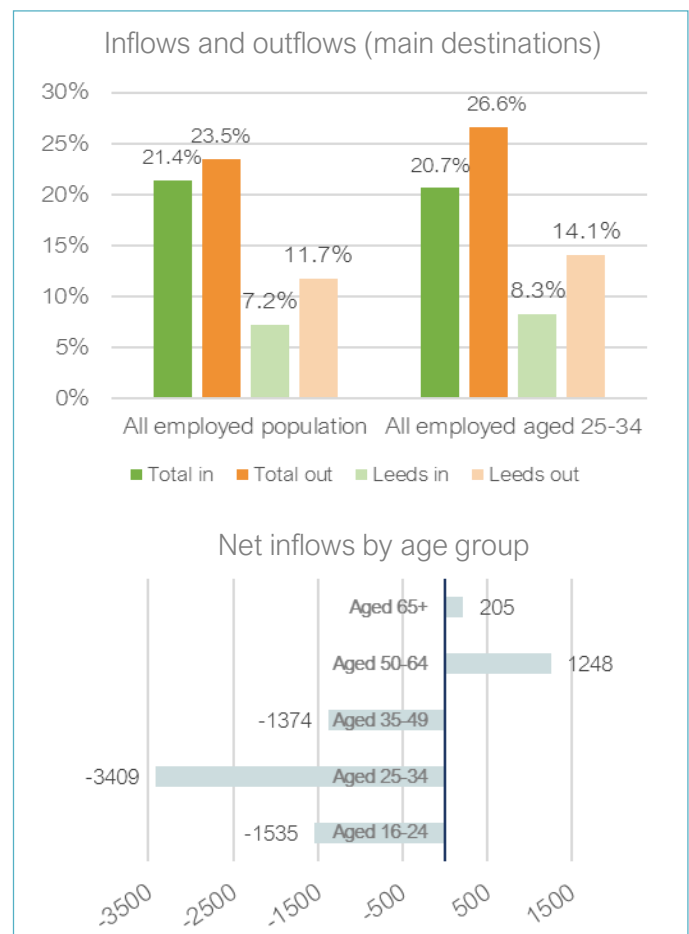
Source: Metro Dynamics analysis of Census 2011 and Ordnance survey data

Figure 8 – Commuting flows

Bradford commuting patterns can be characterized by a relatively high self-containment of the district's workforce, and by a strong functional relationship with Leeds. This relationship is more dominant in one direction, with Bradford residents working in Leeds in greater numbers than vice versa.

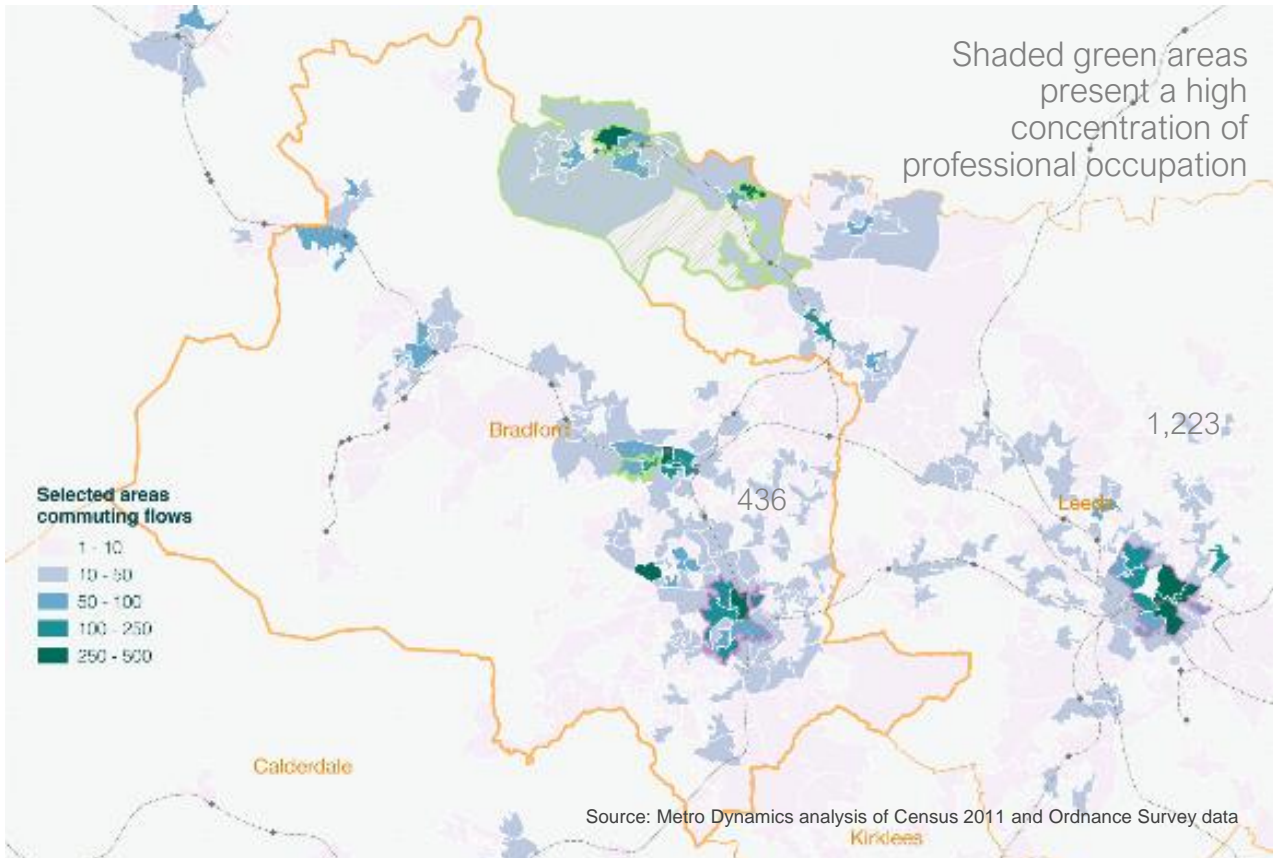
An investigation of the age of commuters reveals further important differences (figure 8). Daily outflows are overall higher than inflows, but the difference is considerably higher for young commuters (25-34). Commuting patterns to Leeds – the main destination for this group – follow the same trend, but with a higher proportional difference between outflows and inflows, corroborating the one-way trend identified above.

The lower chart confirms the age gap in commuting, with a positive net inflow of workers older than 50 to Bradford, but a net loss of commuters in all other age groups. Most notably, there is a daily net loss of over 3,400 Bradford residents aged 25-34 who work outside the district.



There are synergies between Bradford and Leeds to build on

Figure 9 – Workplace of Bradford residents in areas of predominantly professional occupations



The significant levels of commuting from Bradford to Leeds are employment related and demonstrate the attraction of a strong service economy. Leeds is particularly attractive to young qualified professionals working in high end (non-managerial) occupations. Figure 9 examines this hypothesis. It identifies the areas in Bradford with the highest proportions of residents in professional jobs (shaded in green on the map above). It then maps their work destinations.

Bradford's residents working in professional occupations live mainly in the northeast of the district (between Menston and Ilkley) and in Saltaire. According to property analysis presented later, these are two of the most sought after and least affordable areas in Bradford. Although many residents in these areas work locally, the centre of Leeds is their main destination (1,223 daily commuters), followed by Bradford's city centre (436).

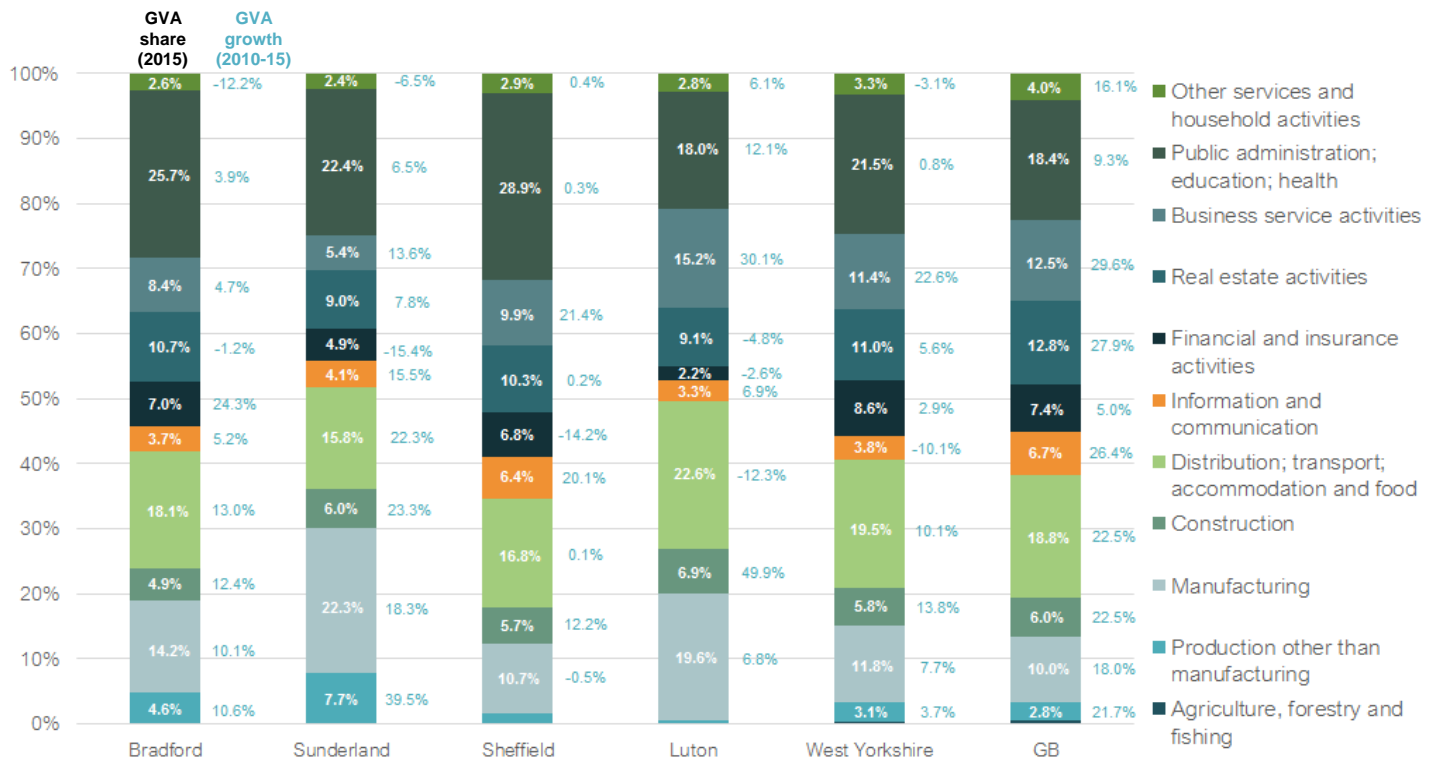
Two primary conclusions arise. First, the vast majority of Bradford's workers choose to live locally. Second, there is a strong functional relationship between Leeds and Bradford. This is typified by high flows of young qualified Bradford residents working in Leeds, many in the large global and UK consulting, accounting, insurance and financial services sector companies with presence there.

While Leeds has attracted these companies and their related high-levels of productivity and jobs, Bradford has not. Behind this multiple current and historic factors are at play but the analysis shows that a number of areas of Bradford have been successful in attracting many of these workers as residents. In this respect, Bradford and Leeds appear to be increasingly complementary to one another.

The opportunity for Bradford is to build on this synergy and move towards agglomeration with Leeds by attracting more residents, particularly young professionals, who may, initially at least, commute to Leeds. And as Bradford attracts new skills, it can also attract businesses and their jobs. This emphasises the importance of a strong housing offer in the right locations for selected life-stage groups, complemented by access to an expanded, efficient and regular rail network that facilitates commuting. Realising potential agglomeration impacts is key to developing business cases that will attract investment.

Bradford's economy is growing in some sectors but holds potential to be stronger

Figure 10 – GVA growth by industry between 2010 and 2015



Source: Metro Dynamics analysis of ONS data

Bradford's economy is showing growth in most industrial sectors but levels are below those of comparable areas and national averages. The exception is financial services and insurance activities, which have experienced growth of 24.3%, well above the national level of 5.2% for 2010 to 2015. Financial services remains strong following the sale of Bradford & Bingley and the subsequent growth of companies such as Provident Financial Group, with its prominent HQ building in the city centre.

Evidence of Bradford's strength as a Producer City appears to reside in the proportionally larger manufacturing and production sectors. The growth of the latter is less than half of the GB average of 21.7%. Manufacturing is reasonably strong with an overall proportion of GVA at 14.2% but with growth at 10.1% compared to the GB average of 18.0% there must be concerns of continuing to be overly reliant on it. Distribution and food are performing better than many comparable locations such as Sheffield and Sunderland, and this can be traced back to highly successful companies producing pre-packaged foods such as sandwiches and Asian ready meals.

Public services also forms a significant proportion of the economy at 25.7% of GVA. This is rarely a rapid growth sector, nor one that provides significant productive outputs. Even so, its growth is below national levels and it will face further challenges with the continued pressure on public sector spending and the planned move of HMRC offices out of the city to Leeds. In addition, real estate GVA, a marker for the prosperity of many UK regional economies, stands at 10.7%, having declined by 1.2%.

The potential for Bradford is to use its industrial heritage, knowledge and reputation as a Producer City and industrial innovator as foundations to attract and develop new sectors and companies. This can distinguish it from its neighbours and potentially draw a new generation of entrepreneurs and business leaders who can take advantage of growing communities of young professional workers and desirable, available and affordable industrial and office space.

And has sectoral specialisms thanks to multinational firms and sophisticated supply chains

Figure 11 – Bradford Location Quotients and selected companies, 2015

7.71	36 : Water collection, treatment and supply
4.64	13 : Manufacture of textiles
3.15	20 : Manufacture of chemicals and chemical products
2.62	18 : Printing and reproduction of recorded media
2.51	31 : Manufacture of furniture
2.40	58 : Publishing activities
2.30	11 : Manufacture of beverages
2.26	37 : Sewerage
2.09	28 : Manufacture of machinery and equipment
1.97	64 : Financial service activities, except insurance and pension funding
1.91	10 : Manufacture of food products
1.90	17 : Manufacture of paper and paper products
1.70	22 : Manufacture of rubber and plastic products
1.58	29 : Manufacture of motor vehicles, trailers and semi-trailers
1.49	88 : Social work activities without accommodation
1.48	23 : Manufacture of other non-metallic mineral products
1.37	85 : Education
1.32	26 : Manufacture of computer, electronic and optical products

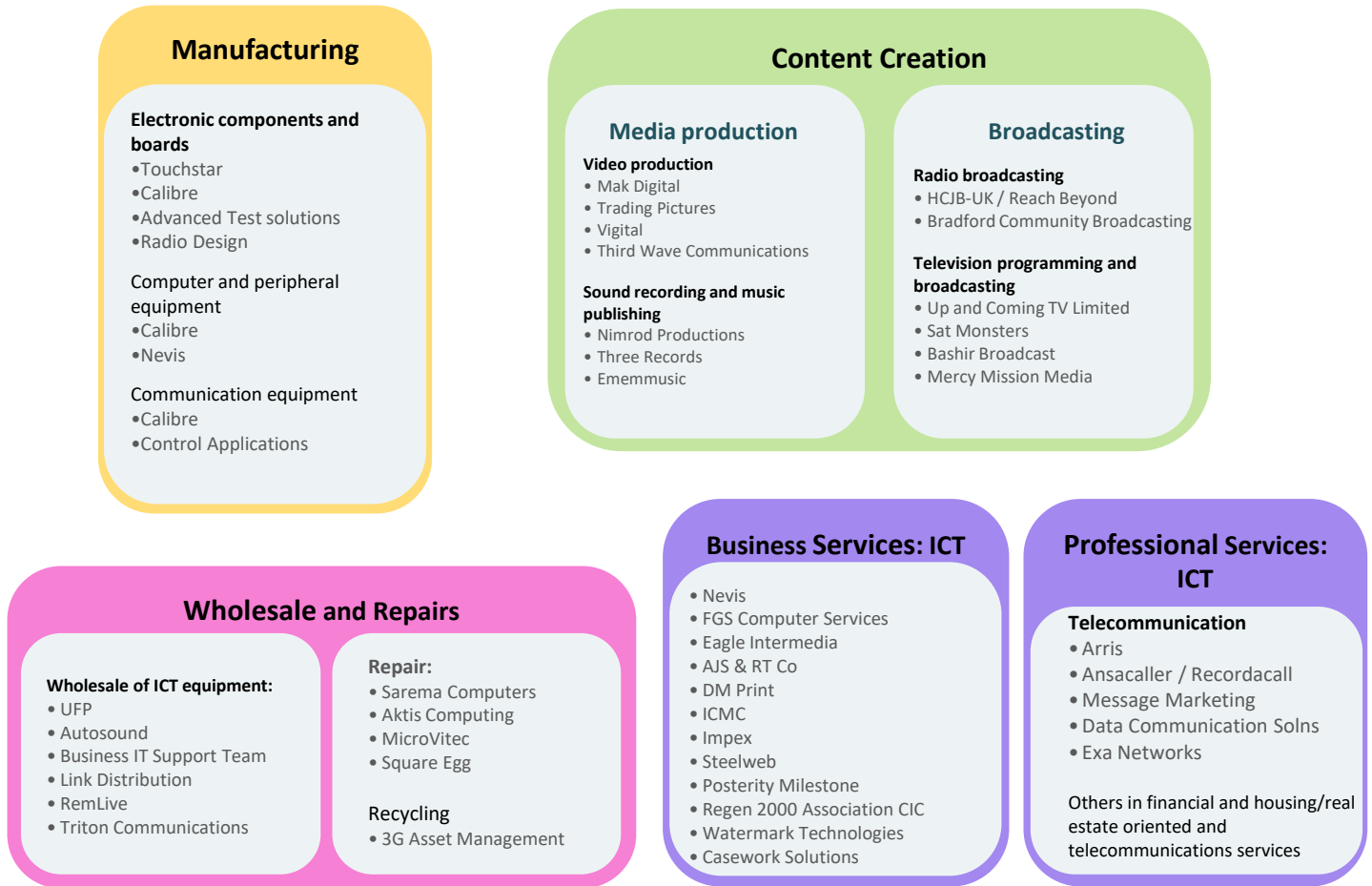


Source: Metro Dynamics analysis of ONS data

The table above provides the Location Quotients for Bradford relative to Great Britain as a whole. The higher up the scale, the greater the relative number of employees and therefore concentration and strength relative to the rest of the country. The table reveals some strengths and weaknesses in Bradford's economy:

- Water collection, treatment and supply is the sector with the highest concentration relative to the rest of the county. As well as being a major economic contributor, Yorkshire Water is also a major employer for the region, capitalising on the terrain and natural resources.
- Manufacture of textiles, an industry in decline in the UK, has an LQ of 4.54 and is a continued strength. An analysis of companies reveals many with a long local heritage now moving up the value chain to focus on higher quality and finishing products, as well as establishing stronger international trading networks. Examples include Holmfirth Dyers and Thomas B Ramsden, who export to Italy, Central Europe and the Far East.
- Many multinationals are located in the district and as major employers make significant contributions to the specialisation of industries locally. Examples and related sectors include Princes and Farmers Boy for food, Nufarm for agrochemicals, Hallmark for publishing and Arris for manufacture of computer equipment. Many are part of sophisticated supply chains and are located in Bradford for reasons of history, access to workforce, space and distribution networks.
- Social work activities are also significant with a growing base around residential care homes, related properties, social care and rehabilitation. Examples of strong local companies with multiple assets and holdings across the district include Victorguard Ltd, BCHT Development and P & B Kennedy Holdings.

Common themes linking many of the successful companies shown above include their role as traditional employers as part of a Producer City economy. Furthermore, they are participants in sophisticated international supply chains, having established international sales networks and export markets to ensure their continued prosperity.

Figure 12 – Areas of the emerging ‘new economy’

A further, more detailed, investigation of newly registered Bradford companies via Companies House and Location Quotients reveals a number of additional sectors. While Bradford's core economy has maintained its manufacturing base, largely borne of the textile sector, new clusters of businesses are appearing that offer potential green shoots for future growth as highly productive and innovative industries of a new economy. These are shown in the diagram above and include manufacturing (of electronic and computing components), wholesale, content creation, business services and professional services and particularly in areas of new media and telecoms.

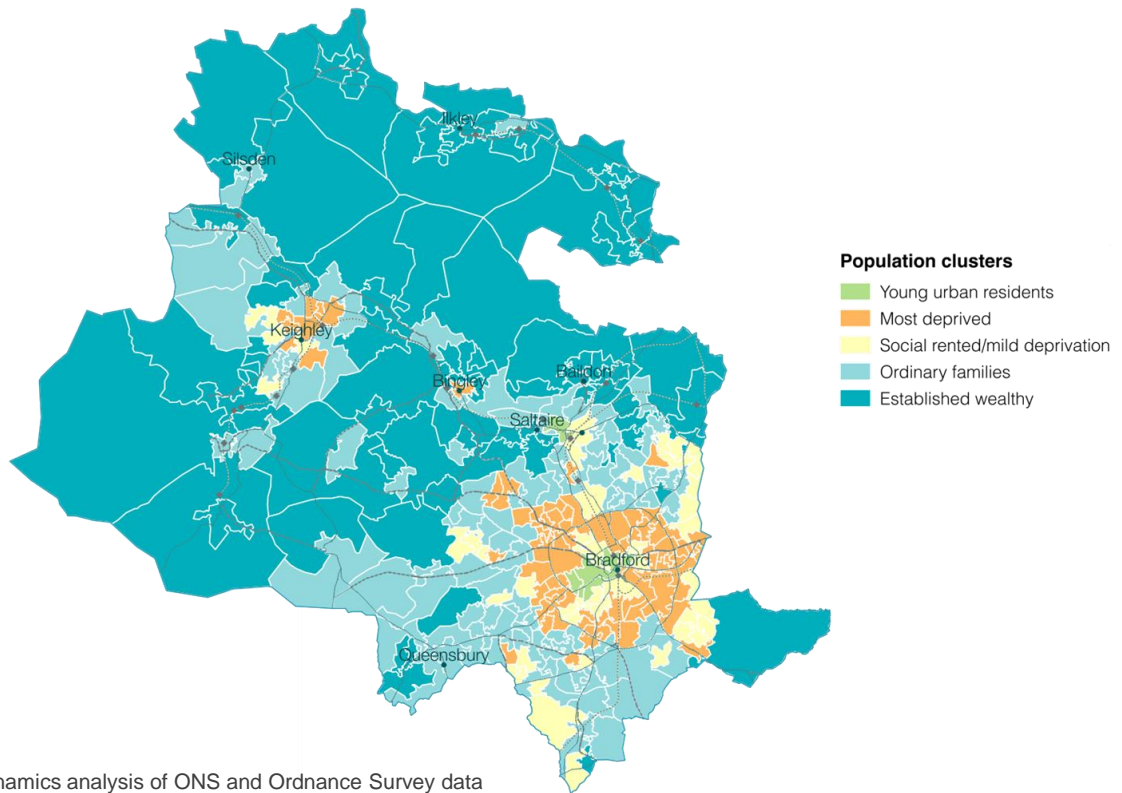
Developing and scaling niche sectors is challenging but crucial. One approach is to capitalise on expertise within successful local manufacturing companies such as creating international trade networks, efficient management of supply chains and methods to add value. By making these connections, Bradford has an opportunity to turn emerging sectors into the future primary employers.

Sectors such as media production, video and broadcasting and gaming hold potential for international markets and may also provide an opportunity to capitalise on Bradford residents language expertise. Bradford's residents are well positioned to create new cutting edge media technologies across a range of languages and use existing trade links to sell abroad.

The telecommunications sector is a further example – local companies such as Arris are already successfully competing in global markets. Their success can be replicated by other companies if they are supported in breaking into geographical markets currently out of reach.

There is a group of ‘young wealth creators’, who should be encouraged

Figure 13 – Socio-economic classifications



Source: Metro Dynamics analysis of ONS and Ordnance Survey data

The map above is an analysis of Bradford's population clusters generated from a series of over 35 demographic and economic variables processed through specialist algorithms to identify predominant socio-economic groups across the district. The map shows the most deprived communities highly concentrated in the area surrounding Bradford, with more established clusters in the less accessible and more remote locations away from the main town and city centres.

While Bradford has clear challenges with deprived and mixed communities, it also holds an area with a high concentration of Young Urban Residents - an area extending from the centre of the city to the west and comprised of a number of co-terminus LSOAs. Similarly, a group also appears in Saltaire with a smaller pocket in Keighley. Young Urban Residents are sought after as an ingredient for growth in places and cities around the world. They are commonly highly mobile, qualified, 25-34 year olds and are known for creating the jobs of tomorrow and enabling future wealth.

Their potential for substantive transformative change means they are a group who should be encouraged to develop and grow as a source of future growth. However the growth of these communities is rarely spontaneous. Cities need to support them and ensure they evolve to become fully fledged Young Wealth Creators who draw in additional investment and enable the district to become self-sufficient.

Bradford appears to hold many of the attributes that can be used to capitalise on and grow these communities – the physical environment is just one example – Bradford’s numerous under-utilised heritage and historic buildings that define its city-scape would be the envy of many other highly successful European cities.

In addition to the physical environment, YURs seek social networks, peer groups, restaurants, housing stock, investors and transport links. Often they are situated close to a successful university but there are additional means by which Bradford could encourage them. Examples include:

- Consideration of the housing stock close to the centre. Mixed use neighbourhoods and the right design of property can be as vital as location, i.e. close to restaurants, bars, shops, offices, research space and studios. Bradford has this potential in abundance and in close proximity to the centre. With the right investment and plans for specific sites, Bradford has the potential to become a genuine magnet.
- City centre design can be critical and may require thought. The success of the Centenary Square and mirror pool developments in the context of the City Hall are an indicator as to what can be achieved.
- Cities nurture new ideas – the culture and heritage of cities, mix of residents, academic assets, investment community and physical cityscape can all positively contribute to innovation.
- Leverage academic institutions. Bradford does have successful academic institutions and finding ways to encourage graduates to remain in the district would be invaluable in growing communities of young urban renters.
- Public funds commonly used to leverage and support areas. If Bradford can continue to make investments itself as with Centenary Square and help shape business models for investors then investment of public money will draw in investment of private funds. External funds and investors will become easier to attract and engage in the process of invigoration of the development of the city.

Locations of YURs are co-terminus with high rates of business creation in high value sectors

Figure 14 – Bradford new businesses (created between May 2016 and April 2017)

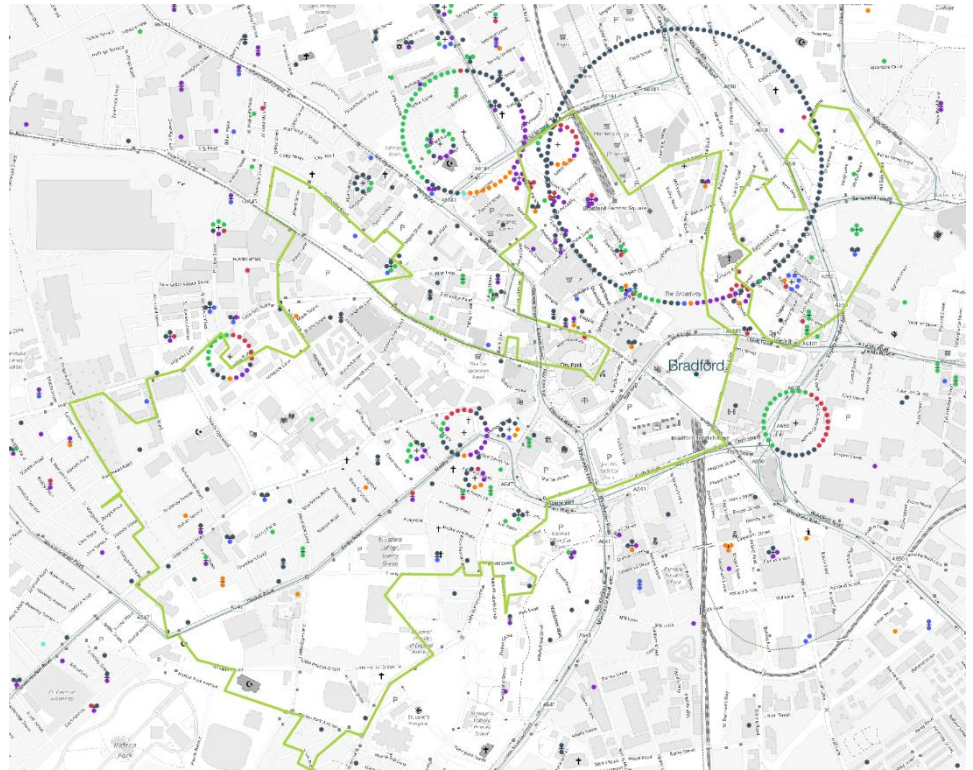
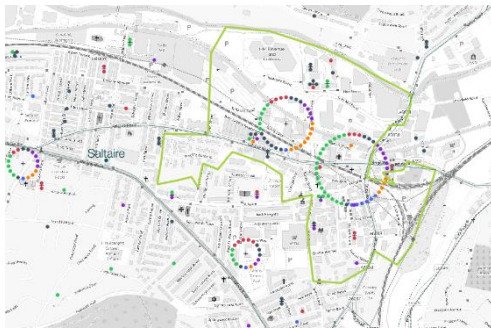
City Centre YUR Cluster

Businesses with sector known in YUR clusters: 452

Sectors

0 %	ABDE - Energy and Water
5.09 %	C - Manufacturing
7.74 %	F - Construction
12.17 %	G - Wholesale and Retail
8.41 %	JKL - Finance, Property and I&C
17.48 %	MN - Business Services
49.12 %	All other services

Saltaire YUR Cluster



Source: Metro Dynamics analysis of Banksearch and City of Bradford MDC data

The map above shows the areas with a higher density of Young Urban Residents, outlined in green. Overlaid on it are circles, the centres of which are the postcode locations of addresses of new business registrations. The size of the circles represents the number of businesses registered at these locations between May 2016 and April 2017

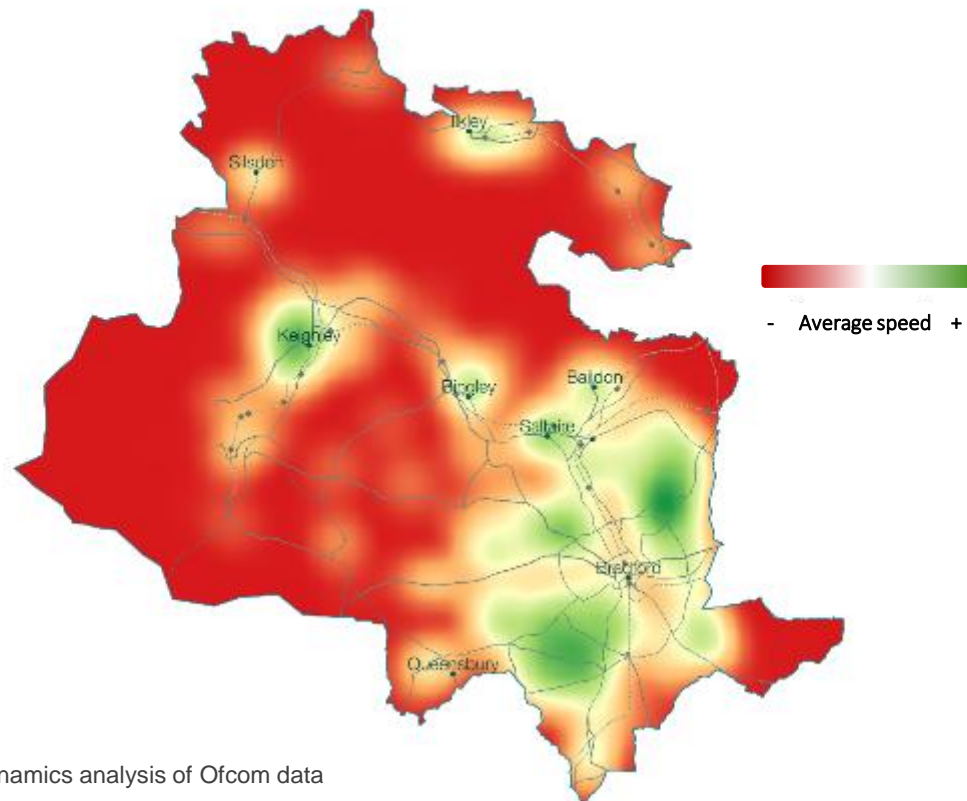
The analysis reveals that the locations with higher proportions of YURs in both Saltaire and Bradford are coincident with some of the highest rates of new business creation anywhere in the district. These locations can be considered synonymous with young entrepreneurs.

In 2016 over 1000 new businesses were created with the most significant business sector recorded as Business Services, which is positive as Business Services are under-represented in Bradford (as illustrated on page 16) despite the fact it is the fastest growing sector in the UK.

Retaining YURs and supporting them to become wealth creators alongside enabling these geographic areas to expand and thrive is as vital for Bradford as it is for any other city. It will therefore be crucial to learn more about these residents and these sectors and what these businesses require to succeed. Ensuring they move from start-up to fledgling businesses, and then on to major employers, is vital to renewing more deprived areas and increasing employment and skills.

To maintain Young Wealth Creators and their new businesses, key infrastructure like Broadband speeds, road and rail are required

Figure 15 – Broadband heat-map



Source: Metro Dynamics analysis of Ofcom data

For YURs and businesses to remain in or be attracted to a location, it is vital that the necessary infrastructure is available. This includes digital infrastructure as well as road and rail transport infrastructure to connect to neighbouring towns and cities.

The broadband picture for Bradford is mixed, especially when compared to other cities in the UK. Network speeds closest to the city centre are well below average speed. Some of the highest levels of connectivity are in residential areas. Interestingly, the locations of YUR clusters match locations of better connectivity, but connectivity will need to be further developed if Bradford is to grow these communities.

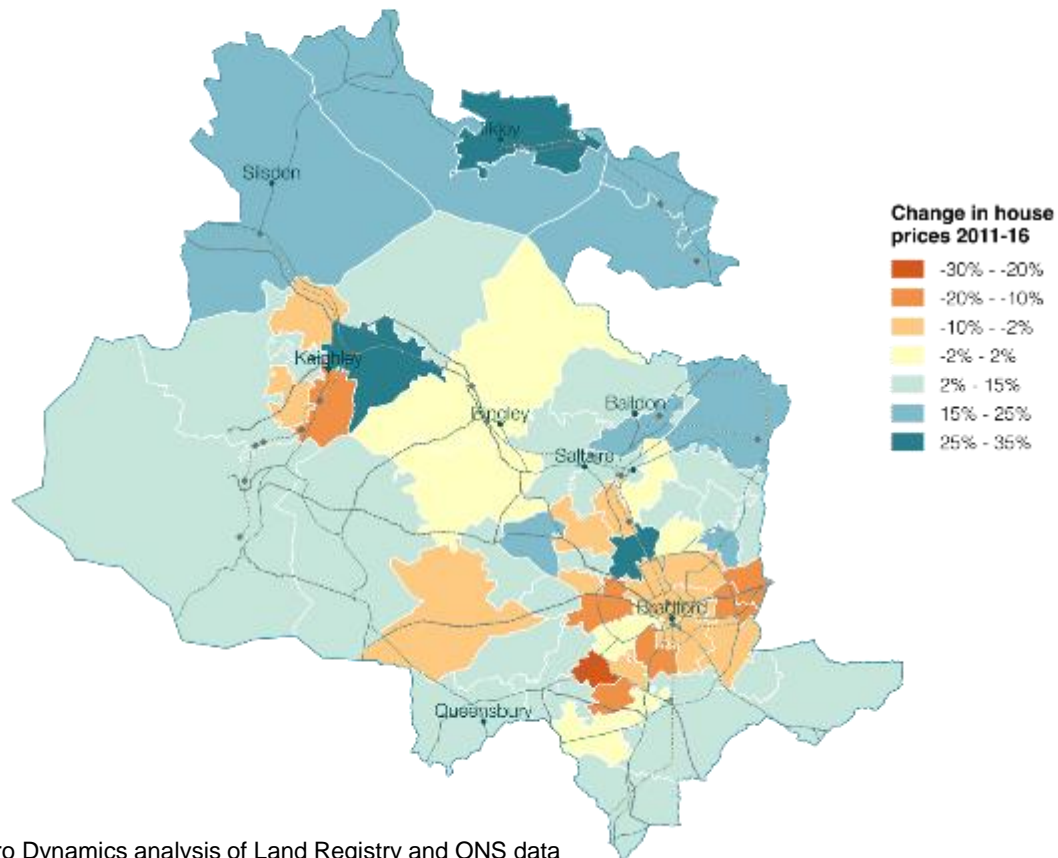
Initiatives such as the DarkLight <https://darklight.city/cities/bradford-gigabit/> use of the underground sewer network to reduce the cost of cabling installation are beginning to have an impact. If encouraged, such initiatives can help differentiate Bradford and make the city an easier choice for businesses.

Similarly crucial is the rail infrastructure to support an increase in commuter flows and other passengers, especially between Leeds and Bradford. The value of the rail network to Bradford in terms of commuting and enabling communities to grow has been evident throughout this analysis. Encouraging its further development would certainly contribute to Bradford's growth.

Changes such as increasing the length of platforms (and with it the length of trains), improving rolling stock quality and frequency of services has the potential to increase the accessibility of Bradford and towns and villages along the rail line, as well as their attractiveness as places to live.

The decline in Bradford residential property prices is counter to trends but offers affordability

Figure 16 – Change in house prices, 2011-16



Source: Metro Dynamics analysis of Land Registry and ONS data

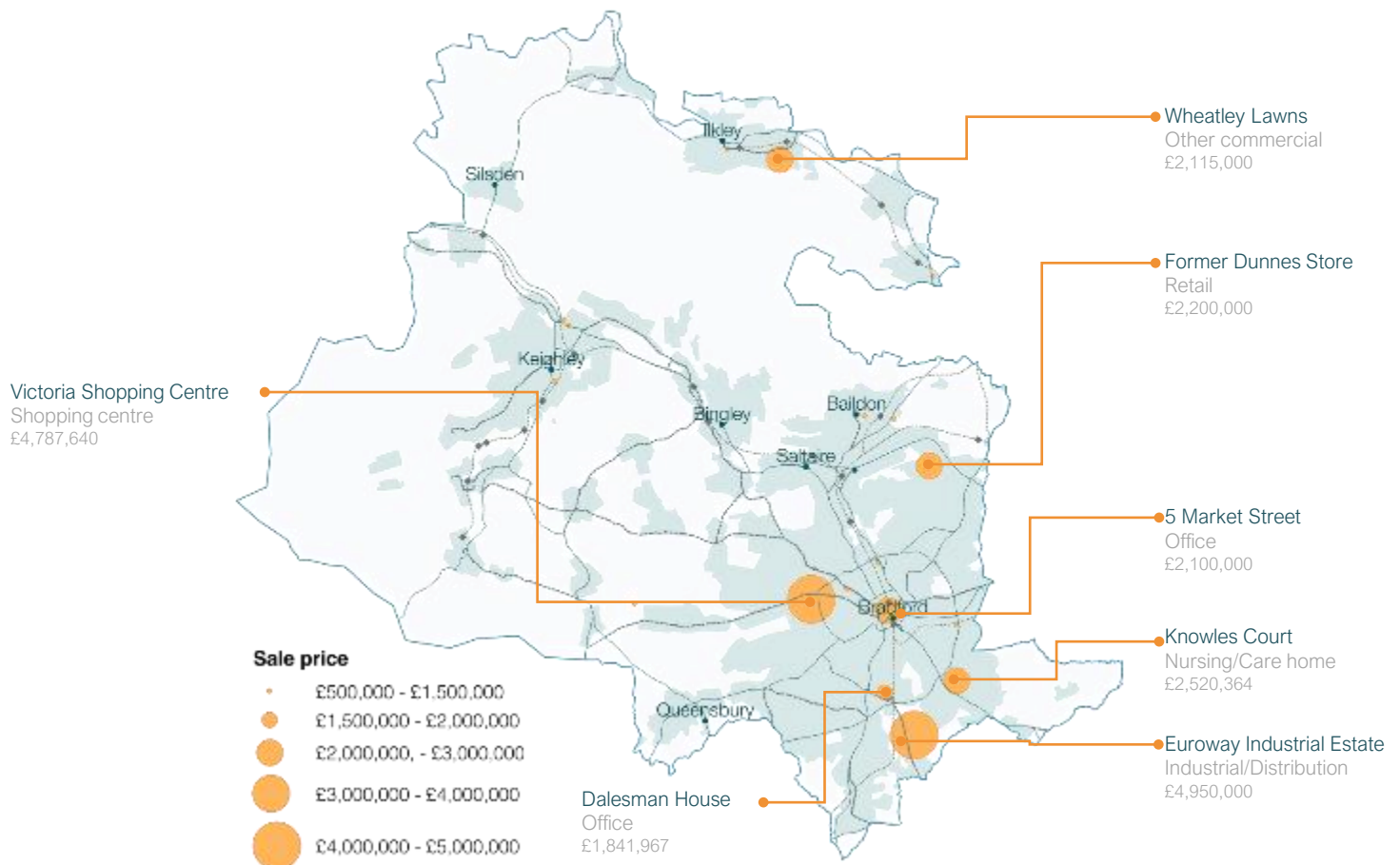
An analysis of changes in property prices between 2011 and 2016 reinforces the variations in patterns of prosperity previously identified in this study. First and foremost, the map above reveals a pattern of a widening gap in property prices, with many areas of low house prices, particularly close to the centre of Bradford, experiencing decreases, in contrast to those with already higher house prices, for example in the north around Ilkley, with prices showing further increases.

While there have been property price increases in the district of up to 30%, these are not high in comparison to the national trend in the same period, which for some parts of the country is more than 300%. While this is an indicator of some challenges in the real estate sector, it is also an opportunity for Bradford to attract residents who will best support the growth of the city, by increasing house affordability. In the majority of locations, there is a consistent coincidence of higher house prices and rail network accessibility. An important exception is Bradford's city centre, which has high connectivity but low property prices.

The centre of Bradford shows the greatest falls in house prices from 2011 to 2016, with the highest levels in the south west of the city. As previously noted, a physical review of the city shows there are many significant vacant spaces and buildings that, if developed, could meet market needs, bring the population closer to the centre, increase desirability and reverse the decline in house prices.

The volume and value of commercial property transactions is low but also offers opportunity

Figure 17 – Large commercial property transactions, 2016



Source: Metro Dynamics analysis of EGi and Ordnance Survey data

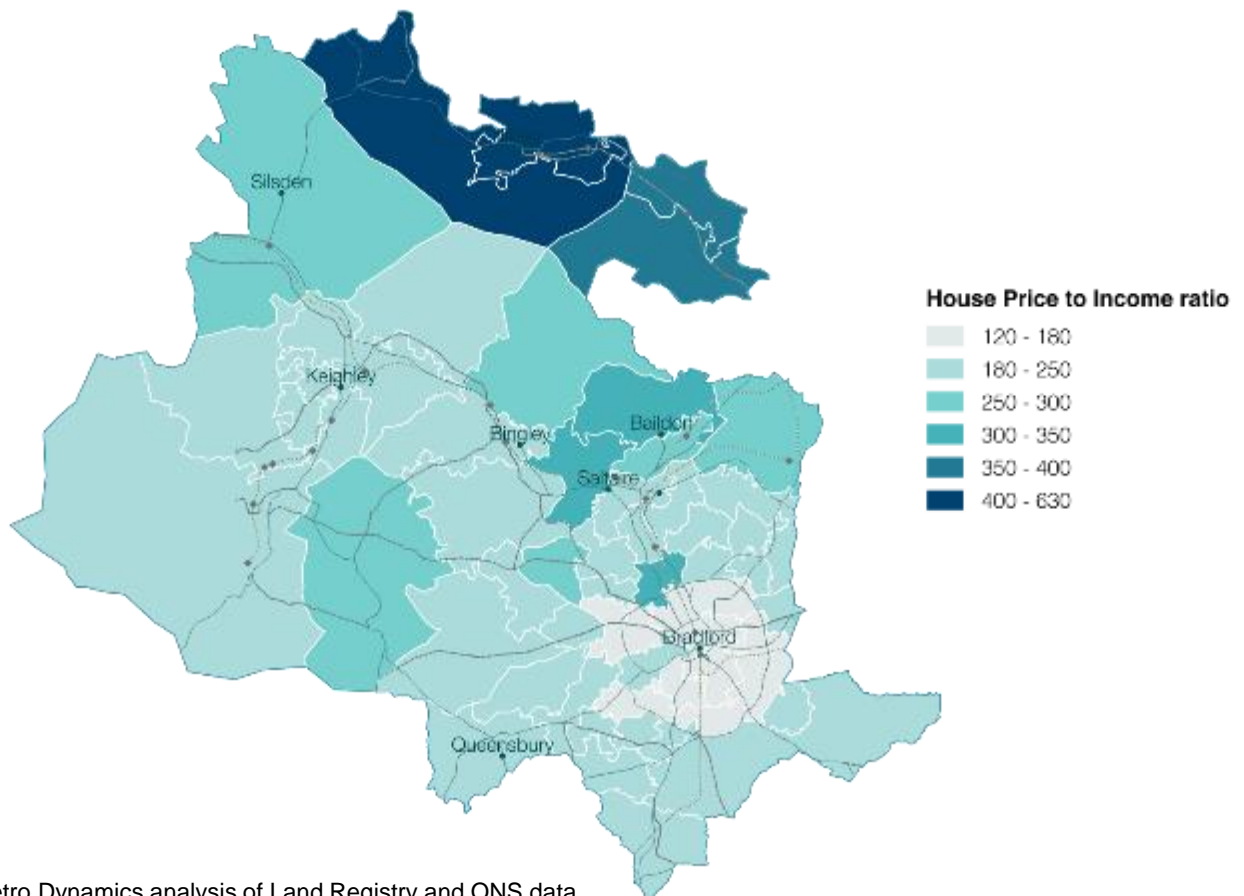
Bradford's commercial property sales above £500,000 during 2016 are shown in the map above. As with the residential market, they show a mixed picture. The largest transactions are to the west and south of the city of Bradford and all are close to road and rail links. The most significant are distribution in the Euroway Industrial Estate at almost £5m with an investment purchase by Capital Catalyst for a 144,000 sq.ft unit – a site recognised as having large units and strong connectivity with the motorway network. The second most significant is the Victoria Shopping Centre at £4.8m for a 74,000 sq.ft retail site.

Compared to many other parts of the country, including other northern cities, the volume and value of commercial property transactions is low. A physical review of the volume of space in the city centre itself reveals that there are considerable areas available, with many very significant old buildings and sites close the centre unused or derelict.

As with residential property, this points to potential affordability of commercial property for a range of business types in locations with good transport and infrastructure connections. By considering the proposition, location and status of specific sites and their potential value to industry sectors and financial investors, the district could generate significant potential to attract companies, new residents and increase employment.

Which means Bradford city centre and many other parts of the district are highly affordable

Figure 18 – Housing affordability, 2016



Source: Metro Dynamics analysis of Land Registry and ONS data

Taking a closer look at residential property compared with income confirms affordability levels within the city centre and mirrors the pattern of house price change. To the north of the region around Ilkley, properties are highly valuable and desirable due to their access to open space and direct rail access to Leeds as well as Bradford and also Saltaire. This is the least affordable housing in the district.

For most of the area outside the city, affordability levels are generally consistently relatively low, while the city centre itself, particularly the area within the ring-road, could be considered highly affordable. The exception is the area identified above as being occupied by Young Urban Residents from the centre to the west. This appears less affordable, likely influenced by the greater desirability of the area, which has pushed prices up.

This analysis further reinforces the opportunity presented by property affordability in Bradford. The right types of property in the right locations to attract the working population and skills required by businesses is a genuine opportunity for the growth and prosperity of the district. Finding ways to drive interest and grow demand will be crucial.

There are important skills gaps both at the top and bottom of the labour market

Figure 19 – Qualification levels of residents: Bradford and comparators, 2016

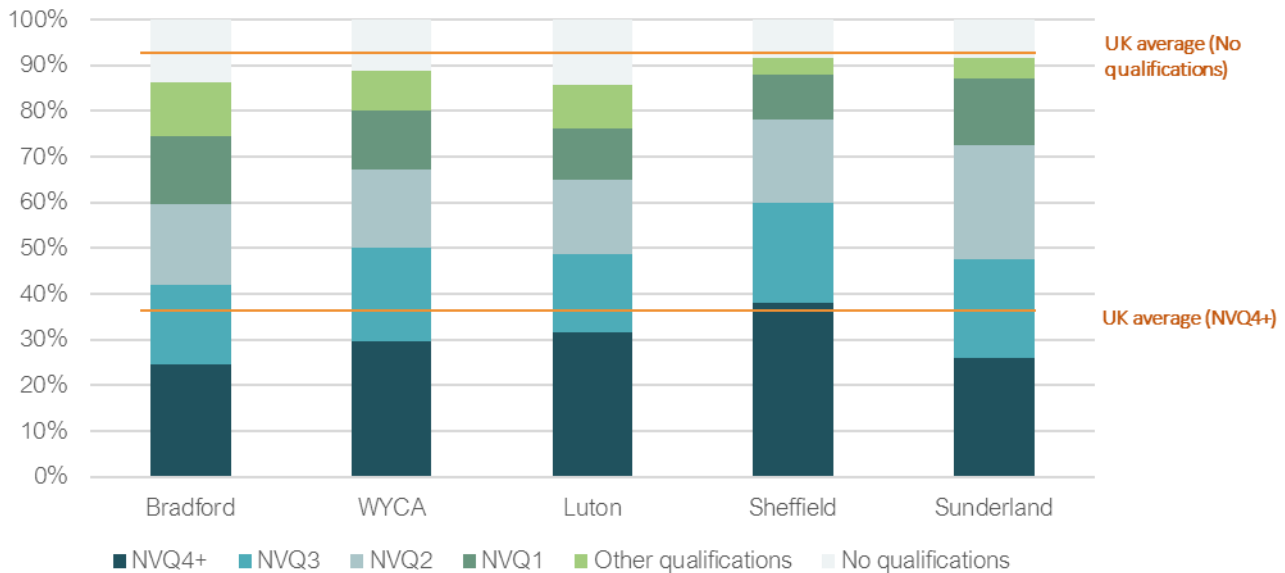


Figure 20 – Student attainment in Bradford, 2015/16

GCSE and A-level

5+ A*-C grades including English and mathematics GCSEs

Percentage of students achieving AAB or better at A level

Bradford

46.2

18.6

England

53.5

22.1

Source: Metro Dynamics analysis of DfE data

Figure 19 above shows the qualification profile of Bradford and four other comparators. It plots the distribution of total population aged 16-64 by their highest qualification degree, from NVQ4+ (further or higher education) to No qualifications. Bradford is underperforming relative to comparators on both ends of the spectrum: it has 14% of its working age population with no qualifications – somewhat above UK average of 8.3% – and just less than 25% with a further or higher education degree, quite below most comparator cities and the UK average of 37%.

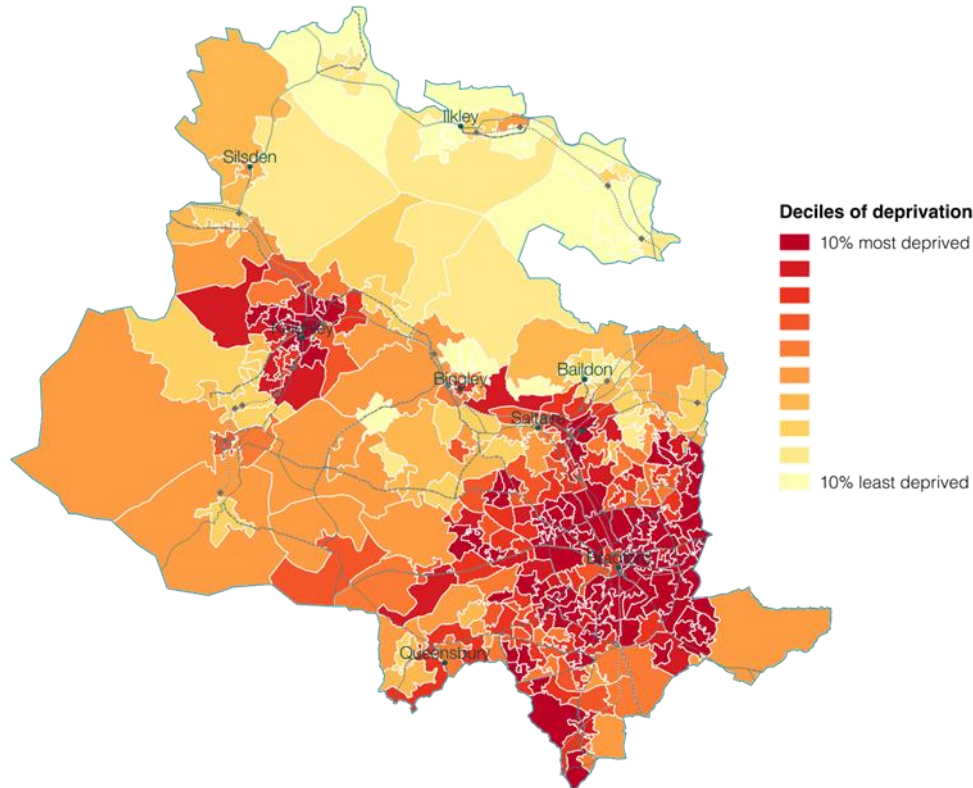
This suggests that Bradford has a skills gap at the top and bottom of the labour market, with a high proportion of mid-skilled residents. This can put Bradford at economic and social risk in the medium term, as evidence suggests that mid-skilled jobs are most affected by structural change, such as globalisation, technological change and automation. This might result in an increase in unemployment and lower value jobs, as well as in lower GVA growth.

Improving university student retention would therefore be important not only to decrease the levels of outmigration of young residents, but also to increase the qualification profile, which is clearly lacking in residents with a university degree.

The performance of Bradford's school students is also below the average for England. Figure 20 shows that only 46.2% of Bradford's students achieve 5 or more A*-C grades on their GCSE exams, compared to 53.5% of English pupils overall. The picture is similar for A-level performance, with 18.6% of Bradford students achieving grades AAB or better, compared to 22.1% in England.

Bradford is still behind other cities in terms of inclusive growth

Figure 21– English Indices of Multiple Deprivation (IMD) 2015



Source: Metro Dynamics analysis of ONS IMD 2015 data

Proportion of LSOAs by (national) decile, IMD 2010 and 2015 indices and change

Decile	IMD 2010	IMD 2015	Point difference
1	31%	33%	2.0%
2	13%	10%	-3.0%
3	9%	13%	3.8%
4	9%	8%	-1.7%
5	9%	8%	-0.7%
6	8%	9%	0.2%
7	6%	5%	-0.7%
8	6%	6%	0.6%
9	4%	5%	0.6%
10	6%	5%	-1.0%

Note: Based on all LSOA. Due to boundary changes, the numbers of LSOAs should not be directly compared across the Indices of Deprivation 2015 and 2010; changes are measured as percentage point changes.

The sectoral analysis of previous sections suggests that despite the fact that Bradford is still undergoing structural change, there are signs to suggest that the district is finally moving towards new sectors typical of the knowledge-based economy.

The Good Growth for Cities Index (Demos-PwC 2016 Figure 22) ranks 42 UK cities for performance against 'good growth', intended as a holistic measure of economic success that takes into consideration principles of inclusiveness (Figure 20, on the next page). In the index, Bradford is 7th from bottom, and although its performance has improved compared to the previous year, this improvement has been comparatively small. According to another index, the ONS IMD, which ranks all English local authorities for multiple dimensions of deprivation, Bradford still ranks 30th (IMD 2015, rank of average rank). The IMD index also demonstrates positive change is occurring, albeit slowly, as Bradford has improved by three positions on the 2010 index. Bradford's poor ranking reveals the persistence of long-term challenges caused by economic shocks associated with industrial decline.

Bradford's relatively low-skill base represents a potential constraint to productive potential, and impacts levels of deprivation and disadvantage. Despite house prices being comparatively low, affordability is nevertheless an issue due to relatively low wages in the city. At a more granular level, a third of Bradford's neighbourhoods (represented in the map by the LSOA units) rank in the top decile for deprivation in England, up by 2 percentage points from 2010.

Figure 22 – Good Growth for Cities Index (2013-15)



Source: Demos-pwc 2016

The Council can play a key role in creating more opportunities for disadvantaged and fragile portions of the population. For example, Bradford Producer City capitalizes on the strengths of Bradford's economic identity linked to manufacturing while actively promoting the creation of more and better jobs. Another example, more specifically aimed at addressing the local skills gap and improving the integration of the employment support system, is Get Bradford Working. Initiatives of this type are critical for the promotion of inclusive growth and for coordinating growth opportunities with local employer and worker needs.

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BRADFORD ECONOMIC GROWTH STRATEGY WORKSHOPS

Key workshop themes

Bradford district and its partners held the Economic Growth Strategy workshops to seek your views to develop the focus of the strategy, identifying actions that will bring most benefit to Bradford's economy. It is thanks to the contributions from hosts, speakers and attendees that we captured productive feedback to shape our strategy.

Throughout the series of #bradfordeconomy workshops, a number of themes were frequently discussed as opportunities to capitalise on to best grow the Bradford district economy. These themes are set out in the word cloud on the right. The following analysis summarises the key messages from the six workshops.

EDUCATION AND SKILLS **INFRASTRUCTURE**
bradford and leeds joint economy
AFFORDABLE PROPERTY **SMEs** **producer city** **Our young economy**
school-business links

The Bradford economy: what the evidence tells us

We asked stakeholders to identify priority opportunities to best build upon and deliver economic growth within the district. The following issues were raised:

- **Transport infrastructure, education and skills:** These are intrinsically linked. Higher skills are needed to access good quality employment opportunities and effective transport infrastructure is required for people to commute within and beyond the district.
- **Business mentoring:** Creating a competitive district involves the transfer of knowledge from established businesses to the young economy.
- **Supporting young urban residents:** Positioning Bradford as a changing district with young people at its heart, providing mentoring opportunities and a high quality built environment will help to retain our young population and attract new businesses and residents to the district.

Bradford district in the North

Stakeholders identified the following key priorities that will unlock growth locally, regionally and nationally:

- Engaging with young people to develop their role in the future economy of the district.

- Improving east-west connectivity, and recognising the role investment within the district will play in unlocking pan Northern connectivity and growth.
- Supporting investment and innovation in advanced manufacturing companies to align regional, national and international connections.

Leeds and Bradford – growing together

Combined, the economy of Leeds and Bradford is larger than Birmingham. Stakeholders feel that the economies of Bradford and Leeds are both interwoven and disconnected at the same time, suggesting there are more opportunities for collaboration between the two cities. Stakeholders identified the following as the priorities needing delivery to grow a stronger joint economy:

- Develop a **joint team** approach on specific opportunities, such as spatial planning, skills and connectivity.
- Create collaboration around a **joint global brand** that raises awareness of the area for investment purposes.
- Proactive approach to infrastructure is needed, particularly transport to shorten the time between Bradford district and Leeds to allow more **fluidity in the joint economies and labour markets**.

Bradford's young and future economy

We asked stakeholders what the opportunities and challenges are to develop and support the young and future economy. The key message was the need to equip young people for opportunities outside the district while offering opportunities within Bradford district. Including by:

- Developing the role of the University and FE institutions, skills development, youth involvement, training, mentoring, apprenticeships and work experience.
- Connecting teachers to the working world.
- Developing creative spaces and attractive places to attract and retain young people.
- Adopting a proactive approach to delivering digital infrastructure for young people and for the growing business start-ups and SME sector.



BRADFORD ECONOMIC GROWTH STRATEGY WORKSHOPS

Key workshop themes

Our globally connected city and district

Bradford district has a wide range of global connections based on language, culture, family and business links. These connections are a key opportunity when encouraging SME growth and business start-ups. Other key messages included:

- Opportunity for peer to peer support between experienced businesses trading internationally and those taking their first international steps.
- Bradford district should encourage the aspiration and delivery of businesses exporting their products or services to assist in building global networks.
- There are nested identities that Bradford district should draw on when trading internationally, including Northern Powerhouse and British brands.

Sector strengths and opportunities

Stakeholders focused on the opportunities needed to develop a sustainable and diverse Bradford district economy. Key messages included:

- The need for **communication** across businesses and sectors to identify areas for **collaboration** and supply chain opportunities.
- Developing skills and **encouraging career aspirations** across a range of sectors, building links

between businesses, universities and colleges to **improve employability** and creating feedback loops to connect skills with economic opportunity.

- Promoting Bradford district's profile including manufacturing, financial and professional, creative, digital and energy as important and growing sectors.
- **Promoting and supporting SMEs and entrepreneurs** within Bradford district.
- Supporting economic growth through **transport infrastructure, housing delivery, place-making and high quality working spaces.**



In each workshop, we asked stakeholders for a single word that best describes the Bradford district economy. The words are captured below in six word clouds, with the biggest words representing the most popular views. The feedback shows that there is a positive image of Bradford district as a diverse and growing economy that has the potential to flourish further.



Report of the Strategic Director of Place to the meeting of Executive to be held on 10 October 2017.

Z

Subject:

Future management options for Sport and Culture services.

Summary statement:

The report will consider the findings of a study undertaken to determine the most suitable future management option for the council's sport, leisure and cultural facilities.

Steve Hartley
Strategic Director Place

Portfolio:

Environment, Sport & Culture

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Overview & Scrutiny Area:

Regeneration

1. SUMMARY

The report will consider the findings of a study undertaken to determine the most suitable future management option for the council's sport, leisure and cultural facilities.

2. BACKGROUND

An options appraisal report has been prepared which examines the future management of sport and culture in Bradford Council in the context of ongoing severe reductions in government funding for the council. This work follows a council budget decision to examine the potential savings from the creation of a culture company and a separate Executive decision to examine future management options for sports facilities.

Following a procurement process specialist consultants Winckworth Sherwood were appointed to complete the options appraisal for the future management of Culture and Leisure.

The report considers the following five options:

- Option 1 In-house / status quo
- Option 2 Outsourcing to local authority controlled company (LACC)
- Option 3 Outsourcing to a mutual or co-operative
- Option 4 Outsourcing to Not for profit distribution organisation (NPDO)
- Option 5 Open competitive tender to private or voluntary sector

This summary of the options should be read in conjunction with the detailed financial analysis contained in the Winkworth Sherwood (WS) Options Appraisal Report.

2.1 Option 1 In-house / status quo

(WS report page 23) Advantages of the in house option include the Council retaining control of the facilities and thus being able to spread their overheads. There would be easier strategic integration between the Council and health bodies, promoting health and wellbeing. And staff employment would continue within the local authority, which is perceived as more comfortable for staff than any of the alternatives.

Disadvantages

The disadvantages of the in house option include that all risk remains with the Council.

Deficit-financing of sport and culture services is a risk and any discretionary services may become subject to further financial stringency. The Council has resolved to find significant savings.

Whilst most of the options predicate retention by the Council of some structural maintenance obligations, the status quo involves a 100% commitment which could place strains on the Services if inadequate funds are allocated for this purpose.

Overall there is a risk that facility closure or service cessation may be required with the consequential impact and risks.

2.2 Option 2 Outsourcing to local authority controlled company (LACC)

(WS report page 24) Many local authorities are transferring services to their own controlled companies following the pattern adopted with the creation in housing authorities of “arm’s length management organisations”.

Advantages

The advantages of the LACC is that although it is controlled by the Council, it would be independent of it and would therefore be able to trade and operate with some freedom within its own budget.

Under the recent Public Procurement Regulations, the Council can agree terms for the provision of the services direct with the LACC rather than advertising the opportunity generally, by virtue of the LACC being classified as a Teckal company. However, the LACC could not undertake more than 20% of its business to third parties by turnover.

If the LACC proved successful through catalysing the entrepreneurial spirit in the Council’s Staff, the LACC could develop into a more formal externalisation, such as an NPDO or Voluntary Competitive Tendering (“VCT”) but this has procurement implications.

The staff are likely to TUPE transfer to the LACC with all the obligations arising there from.

The LACC could seek discretionary non-domestic rates (“NNDR”) relief on some or all of the facilities (resulting in up to a 50% saving to the Council on the relief granted), although the position after the anticipated 2020 changes to NNDR may affect this percentage saving.

It may be possible to obtain VAT exemption on sports charges for the LACC on obtaining approval from HMRC.

Disadvantages

The disadvantage is that the LACC would require continuing subsidies (to be negotiated) as there are no automatic savings arising from transfer, as NNDR relief would be discretionary. The LACC would be unable to opt for charitable status. Additionally the financial operation of the LACC as a wholly owned subsidiary of the Council would be reportable to Companies House within the respective annual accounts of the Council.

2.3 Option 3 Outsourcing to a mutual or co-operative

(WS report page 25) A mutual or co-operative would be an entity owned by and operated for the benefit of its members. Thus, a co-operative would be solely Council employee-owned and managed at strategic level by its board and a mutual could be both Council staff and/or community-owned and managed. This may also involve TUPE transfer of staff.

Advantages

The advantage is that as a single focused body with significant staff participation, it could catalyse Council staff who would own (in the case of a co-operative) and run the Services and facilities.

There have been a significant number of successful mutuals created to take over and manage a wide variety of local authority services and these have been both charitable and non-charitable.

Knowledge of the Council's services by the new mutual or co-operative would give employees an important sense of ownership in decision-making.

Mutual or co-operative could benefit from Regulation 77 of the Public Procurement Regulations, to permit the contract for the Services reserved for mutuals and co-operatives.

Some "mutuals" could achieve charitable status in limited circumstances and thus may gain the advantages of a charitable NPDO.

Disadvantages

The disadvantages or risk is that if the co-operative is unable to obtain charitable status, it would not be able to benefit from NNDR relief and may have difficulty obtaining VAT savings. In these circumstances there would be no other financial benefits available to a co-operative.

2.4 Option 4 Outsourcing to a new NPDO set up by the Council

(WS report page 25) An NPDO is a non-profit distributing organisation. This means that the organisation's profits cannot be distributed but must be reinvested by the organisation to improve service provision.

The overriding consideration when evaluating the alternative models is the difference between the charitable and non-charitable NPDO models.

Advantages

The main advantages include NNDR savings, involving net saving to the Council of 50%, assuming both mandatory and discretionary relief are granted.

There would be VAT savings on sporting charges currently paid to the Council by customers.

Potentially moving to a NPDO could resolve possible 'partial exemption' risks relating to VAT (see section 3.1).

The NPDO would be a single focused body with a unitary purpose. It would provide the opportunity for community involvement in the management of the NPDO.

The NPDO would also have potential to access private finance for improving and enhancing any of the facilities if no funding is available by way of prudential borrowing from the Council.

Charitable status would also have a range of fiscal advantages including exemption for corporation tax and opportunity for gift aid on donations and some entrance fees, opportunity for corporate sponsorship and donations, and greater access to National Lottery funding.

There are certain other sources of funding for charities not available to local authorities, such as charitable giving involving gift aid and charitable trusts and foundations who will only grant fund other charitable entities. Staff would TUPE transfer to the NPDO.

Disadvantages

There are a number of disadvantages which should be borne in mind including some affecting only charitable NPDOs.

Most significantly there would be a loss of direct Council control. Although there would be greater community involvement with an NPDO, continuing involvement by the Council would require the Council to appoint nominees to the board of any new entity. The number of Councillors on the board would be limited and could not exceed 20% of the overall board.

Any non-charitable or trading activities, such as tourism and the markets, would have to be undertaken through a non-charitable subsidiary.

2.5 Option 5 Open competitive tender to private or voluntary sector

(WS report page 27) Outsourcing through a competitive tender to private sector / voluntary sector, VCT (Voluntary Competitive Tendering)

The VCT arrangement could take various forms with the Council selecting a contractor who would either enter into a contract which resembled the now defunct compulsory competitive tendering ("CCT") or enter into a contract involving a "pocket" NPDO to access some of the NNDR savings.

The two options have some similarities and are discussed separately below.

In the case of VCT there would be no in-house tender. The use of a negotiating process would ensure that the contract could generate the best deal for visitors to the facilities or the Council in the longer term and the contract length could be determined by the Council.

The end result would be that responsibility for the management of all or part of the services would transfer to the private sector and that the staff would transfer under TUPE. The contract would contain all the standard provisions associated with documents of this kind and there is likely to be a significant payment by way of a management fee to the contractor by the Council in the light of the current deficit, taking into account potential savings as a result of the transfer.

As there is not a contractor that could manage the entire portfolio the contract would have to be let in multiple lots. This would impact upon the set up costs if the Council was to complete multiple separate tendering exercises, involving an elaborate procurement process and significant professional advisers' fees and officer time. In addition, the residual monitoring costs would be high with a range of contractors and the inevitable loss of synergy, which is now enjoyed.

Advantages

Most of the short term risk passes to the private operator.

There should be no adverse impact upon the Council's 5% input VAT threshold, although this will depend on the lease arrangements.

Private sector contractors would be able to access funding immediately and the amount of funding would be dictated by the length of the management contract.

The Council could share "super-profit" on any success with the contractor.

Disadvantages

In view of the range of facilities, a number of contractors would need to be involved and there would be a complex client/contractor relationship with potential problems should any contractor fail.

The set up costs of the Council's client side operation would be large and the tender documentation would be both expensive and time consuming to prepare.

In the case of a truly private sector company, the venture would be solely profit-driven and a desire for increased profits may interfere with the integrity of the Services.

The contractor would be seeking a 20/25% return on any capital injection and a 10% management fee based upon turnover. This would impact upon the financial benefits to the Council as any capital funding would reduce or eliminate any prospect of a service fee.

Lease of the facilities to the private sector operator and operation of the contract would represent the only involvement of the Council in the future management of any services outsourced. This lease would have to stipulate in some detail the investment requirements and repairing obligations as well as the Council's income expectations.

No NNDR or VAT savings (unless using a pocket NPDO).

No scope to spread the Council's central overhead costs as the private contractor would employ its own staff and charge for the expenditure. Also the contractor would not wish to utilise any of the Council's other services.

Depending upon the nature of the private sector operator, staff terms and conditions may be adversely affected despite the provisions of TUPE.

VCT with pocket NPDO

A number of private sector operators have created wholly-owned charitable or non-charitable NPDOs to take leases/licences of the facilities to attract discretionary NNDR relief. In the case of one contractor, a free-standing or independent charitable NPDO is created locally with local/community board members who then employ the contractor to manage the facilities on their behalf. However, although these arrangements are widely used, there are misgivings about providing discretionary NNDR relief to a wholly-owned subsidiary of a private sector with-profit entity.

This latter arrangement would need to take into account the relevant legislative provisions. The facilities would be leased to the new NPDO which would then take transfer of the staff under TUPE, perhaps jointly with the contractor.

In practice, some private contractors using pocket NPDOs have some local representatives on the board.

VCT to existing NPDO

Increasingly local authorities are tendering out their facilities to existing NPDOs who are, in practice, competing effectively with the private sector.

NPDOs are thus creating structures to undertake local management transferring the facilities either to locally-based NPDOs within a group structure or generally contracting direct with the local authority.

Whilst, unlike the with-profit sector, there are some existing NPDOs managing a whole range of services, such as those at Wigan, Peterborough and Rochdale, we do not detect any appetite for new commitments of this nature.

Advantages and disadvantages of VCT to existing NPDO

The factors relevant to the VCT arrangements would equally apply to this option, except that:

An existing NPDO has no shareholders and will not therefore regard pursuit of profit as a key ingredient.

The existing NPDO would however be expecting a return on their involvement and would not seek to utilise any of the Council's other services.

Existing NPDOs are unlikely to create a designated Bradford District NPDO and would take the management contract direct.

2.6 Consultant's Main Findings

Based on the financial analysis and other considerations the consultant's recommendation is that the Council sets up an NPDO (Option 4).

The report shows potential savings resulting from the transfer to trust which are in three blocks;

- increased income
- efficiency
- savings from national non domestic rates (NNDR)

3. OTHER CONSIDERATIONS

- 3.1** A CJEU decision on VAT handed down on 13th July in relation to a claim by Ealing Borough Council may have far reaching consequences for all Local Authority Sport and Leisure operations. This change could also result in the cost of the new build facilities taking the Council over its partial exemption VAT limit. Mitigating actions to avoid incurring irrecoverable VAT will need to be considered.
- 3.2** The options review needs to be considered along side work that is ongoing within the council's current plans. Over the next two to four years the Council has planned capital investment totalling more than £50m. This work includes refurbishment at St George's Hall, the construction of two new sports facilities and investment in cemeteries and crematoria. At the same time the Council is committed to multi-million budget savings. These strategies and actions will result in more people taking part and at the same time reducing costs in sport and leisure and in other service areas.
- 3.3** EU public contracts regulations changes effective from 2016 significantly amended the arrangements for selecting or appointing contractors for local authority services. This means that the direct award of a contract to an in house NPDO could potentially be problematic. It is possible that there may be further changes to procurement regulations arising post "Brexit".

3.3 Impact on Potential Savings

The Consultant's report shows potential savings resulting from the transfer of all Council culture and sport services to a trust.

The savings are in three blocks;

- increased income
- efficiency
- savings from national non domestic rates (NNDR)

Based on the report findings the savings from NNDR are smaller than the efficiency and income increases. NNDR savings are low because rateable values are low and it is only these NNDR that cannot be achieved without going in to a trust.

The Council could potentially achieve some of the efficiency and income savings over the next two to four years without transferring to trust. The benefits of the NPDO/Trust could be reviewed once some of the transition work has been completed.

Retaining the in-house option for the time being would require the Council to:

- Review investment priorities and take risks similar to those that the private sector would take to optimise financial performance
- Consider changes to the operating arrangements at each facility to reflect changing leisure time expectation
- Introduce innovative marketing and promotion techniques
- Contemplate restructuring the services under review whether or not capital investment is required or forthcoming (this may well involve a disposal of sites and/or further creation of community libraries, for instance)

This process will achieve the majority of the required savings over the next 4 years and making structural adjustments to the service prior to considering an operational partner will help with the speed in achieving the changes.

The recommendation in this report to continue with the existing in house operation for the time being is based on the implication on the savings and in particular the recent legal change regarding VAT.

4. FINANCIAL & RESOURCE APPRAISAL

The report shows potential savings resulting from the transfer to trust or NPDO which are in three blocks:

- increased income
- efficiency
- savings from national non domestic rates (NNDR)

Other factors were taken into account including the impact of Pensions, VAT, insurance and taxation. The table below summarises the level of subsidy needed for a Bradford NPDO according to the analysis from Winckworth Sherwood (WS). WS conclude that by setting up a NPDO the client side costs would reduce by £3.5m over five years.

SUMMARY OF NPDO	2016/17	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Rates		-£507	-£507	-£507	-£507	-£507	-£2,535
Tax		£123	£123	£123	£123	£123	£615
Management		£260	£185	£185	£185	£185	£999
Cost efficiencies		£0	£0	-£696	-£1,378	-£2,046	-£4,119
Internal investment in services		£0	£0	£696	£1,378	£2,046	£4,119
Income Increase		-£466	-£942	-£1,669	-£2,418	-£3,190	-£8,684
Set up	£150						£150
Reserve		£0	£400	£0	£0	£0	£400
Total	£150	-£590	-£741	-£1,868	-£2,617	-£3,389	-£9,056
Annual subsidy	£17,348	£16,607	£16,457	£15,329	£14,580	£13,809	£94,130

A number of assumptions underpin the analysis, however. The key assumption is that a Bradford NPDO can increase income on a par with benchmarked performance of 3 comparable NPDO's.

It is important also to note that the systems governing VAT and NNDR have changed significantly. Government initiatives have moved toward local authorities to being permitted to retain 50% of locally collected business rates with an extension to 100% being considered although a final decision has not been made. The VAT system is subject to changes in treatment arising from case law. Recent developments especially regarding charging for sports activity are relevant to the Council's decision. Further consideration of the options should consider the prevailing and future systems for NNDR and VAT.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

There are risks arising out of the implementation of the proposed recommendations in that the required budget savings may not be achieved. The achievement of the required budget savings will be reviewed as part of the ongoing financial and project progress.

6. LEGAL APPRAISAL

If the in-house arrangement continues for the proposed two to four years, while the Council undertakes planned transitional work, some disadvantages of the 'in-house' option described in the consultant's report could materialise in that time. These disadvantages may reduce if planned transitional work intended to generate savings and income is sufficiently effective. Consequently there are no immediate legal issues that arise from implementing the proposed recommendations.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

There are no equality and diversity issues arising out of the implementation of the

proposed recommendations.

7.2 SUSTAINABILITY IMPLICATIONS

There are no sustainability issues arising out of the implementation of the proposed recommendations.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no carbon footprint and emissions from other greenhouse gasses issues arising out of the implementation of the proposed recommendations.

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no community safety issues arising out of the implementation of the proposed recommendations.

7.5 HUMAN RIGHTS ACT

There are no human rights issues arising out of the implementation of the proposed recommendations.

7.6 TRADE UNION

There are no trade union issues arising out of the implementation of the proposed recommendations at this stage.

7.7 WARD IMPLICATIONS

All wards.

8. NOT FOR PUBLICATION DOCUMENTS

Winckworth Sherwood Options Appraisal report is exempt under Paragraph 3 (Financial or business affairs) of Schedule 12A Local Government Act 1972 (as amended).

9. OPTIONS

The options considered in this report are:

Option 1 In-house / status quo

Option 2 Outsourcing to local authority controlled company (LACC)

Option 3 Outsourcing to a mutual or co-operative

Option 4 Outsourcing to NPDO

Option 5 Open competitive tender to private or voluntary sector

10. RECOMMENDATIONS

Note the findings of the report, advantages and disadvantages of options and that the NPDO is seen as the preferred option.

That clarification is sought on VAT and NNDR as legislation and guidance is developed by central government

That the internal programme of change is implemented

That option 4 “Outsourcing to an NPDO” be re-examined once the Council has completed its own planned transitional work, likely to be in the latter part of the coming four-year period

11. APPENDICES

Winckworth Sherwood Options Appraisal report is exempt under Paragraph 3 (Financial or business affairs) of Schedule 12A Local Government Act 1972 (as amended).

12. BACKGROUND DOCUMENTS



Report of the Strategic Director Place to the meeting of the Executive on 10th October 2017

AA

Subject:

To approve regulations establishing Transport for the North as a Sub –National Transport Body

Summary statement:

- 1.1 The purpose of this report is for Members to consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub–National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority and Highway Authority is required to the making of Regulations by the Secretary of State as the Regulations include highway powers to be exercised by TfN.
- 1.2 Although the Council is not a member, the Executive is also asked to note the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.

Steve Hartley
Strategic Director Place

Portfolio:

Regeneration, Planning and Transport

Report Contact: Julian Jackson
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Improvement Area: Environment & Waste
Management

1. Summary

- 1.1 The purpose of this report is for Members to consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub-National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority and Highway Authority is required to the making of Regulations by the Secretary of State as the Regulations include highway powers to be exercised by TfN.
- 1.2 Although the Council is not a member, the Executive is also asked to note the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.

2. Background

- 2.1 Attached as Appendix 1 is a template report prepared by Transport for the North which explains the development of the proposals for TfN together with details of its proposed operation. Attached as an exempt Appendix 2 are the draft regulations which all Constituent Authorities and Highway Authorities are asked to approve. Appendix 2 is Not for Publication and is exempt from disclosure in accordance with paragraph 3 of Schedule 12a (financial or business affairs) of the Local Government Act 1972. It is considered that in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Department of Transport has requested that the Regulations be not published as they may be subject to amendment during the Parliamentary process.
- 2.2 The Department of Transport has now agreed that Bradford's consent is needed to the regulations, given that the concurrent highways/footpath functions are district functions, not functions of the Combined Authority.
- 2.3 The deadline for consent is the 20th October, to allow sufficient parliamentary time for the regulations to be approved by the end of the year.
- 2.4 It is anticipated that WYCA as a constituent authority will consent to the regulations at its meeting on 5 October.
- 2.5 The Department of Transport have it as a priority to establish TfN as a statutory body, and, subject to the consents, have indicated that TfN can be established as a Sub-national Transport Body to commence operations in April 2018. (They anticipate that the Statutory Instrument establishing TfN as a statutory body will be able to complete the full parliamentary process by the end of the year).
- 2.6 TfN is working towards the inaugural meeting of TfN as a Sub-national Transport Body in April 2018.
- 2.7 As far as this Council's highway functions are concerned TfN may not exercise any function mentioned in regulation 11 in relation to the area of a local authority unless the manner in which it proposes to exercise the function has been approved by the local authority.

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- 2.8 West Yorkshire Combined Authority as a constituent authority will appoint one of its elected members to be a voting member of TfN.
- 2.9 TfN will establish a Rail North Committee which will advise on TfN's Statutory Partner role in relation to rail investment and will have oversight of the management of the TransPennine Express and Northern Rail Franchises. This will replace the Association of Rail North Authorities and will include representatives of the six non-TfN Rail North Authorities as co-opted Members. Voting in the Rail North Committee will be on the basis of weighted votes which replicate the voting provisions of Rail North Limited.
- 2.10 TfN will also establish a Rail North Sub-Committee that will be appointed according to provisions which replicate the provisions for appointing the Rail North Limited Board.
- 3. Financial and Resource Appraisal**
- 3.1 None arising from this report
- 4. Legal Appraisal**
- 4.1 Any legal implications are reflected in this report and the Appendices.
- 5. Other Implications**
- 5.1 There are no equal rights, sustainability, Trade Union, community safety and Human Rights Act implications of this report.
- 6. Not for Publication Documents**
- 6.1 Appendix 2 is Not for Publication and is exempt from disclosure in accordance with paragraph 3 of Schedule 12a (financial or business affairs) of the Local Government Act 1972. It is considered that in all the circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. The Department of Transport has requested that the Regulations be not published as they may be subject to amendment during the Parliamentary process.
- 7. Recommendations**
- 7.1 To consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub-National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority and Highway Authority is required to the making of Regulations by the Secretary of State as the Regulations include highway powers to be exercised by TfN.
- 7.2 To note the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.

8. Appendices

Appendix 1 Template TfN Report
Appendix 2 Exempt Proposed Regulations

9. Background Papers

None

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Transport for the North – Incorporation as a Sub-National Transport Body

1. Purpose of the Report

- 1.1 The purpose of this report is for Members to consent to the making of Regulations by the Secretary of State to establish Transport for the North as a Sub –National Transport Body under section 102E of the Local Transport Act 2008. The consent of each Constituent Authority is required to the making of Regulations by the Secretary of State.
- 1.2 Members are also asked to approve in principle the transfer of Rail North Limited to TfN following its inauguration and the signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the arrangements entered into in respect of Rail North Limited.

2. Background

- 2.1 Getting transport right is central to achieving the Northern Powerhouse ambition which is itself central to a successful UK industrial strategy. A world class transport system linking towns and cities across the North will create a unified economic area, attracting new business, improving productivity in the North and thereby rebalancing the UK economy.
- 2.2 There has been long term underperformance of the Northern economy when compared with other parts of the UK. There is a significant economic performance gap between the North and the rest of the UK economy – a difference in income of £4,800 per person in 2014, compared with the national average, and £22,500 compared with London. Having been on a downward trend since the early 2000s, the gap has widened since the 2008/09 recession.
- 2.3 Productivity accounts for the largest proportion of the 'performance gap', driven by an underdeveloped skills base, under-investment by the private sector and low enterprise rates. This has worsened since the recession, in part due to out-migration of skilled workers to the southern regions where employment prospects are better.
- 2.4 Poor connectivity is central to understanding the economic challenges of the North. There is disproportionately low investment in the North compared with London and other city regions across Europe. A series of studies have shown how investing in transport infrastructure can unlock the economic potential of the North.

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- 2.5 The Independent Economic Review of the Northern Powerhouse shows the scale of the benefits to the UK of closing the productivity gap. Advances in productivity, driven by key sectors of digital technologies, health innovation energy and advanced manufacturing have the potential to transform the North of England's economy adding £97 billion and 850,000 jobs by 2050.
- 2.6 The North has had no way of agreeing strategic priorities, with the responsibility for transport divided over many organisations at different geographical levels. This has made it hard to properly consider and prioritise the right strategic transport interventions to transform economic growth at the regional scale. As a result, the North has been unable to speak with one clearly evidenced voice to Government on its transport priorities in Spending Rounds or rail and road investment plans.
- 2.7 To address these concerns in 2014 Local Transport Authorities and Local Enterprise Partnerships across the North of England came together in partnership with the Department for Transport and the National Transport Agencies to form Transport for the North (TfN). Together they have developed an ambitious pan-northern transport strategy to drive economic growth in the North. The purpose of TfN is to transform the transport system of the North of England and the aim of TfN is to plan and deliver the improvements needed to truly connect the region with fast, frequent and reliable transport links, driving economic growth and creating a Northern Powerhouse.
- 2.8 The ambition of TfN over time is to achieve significant devolution of transport responsibilities for the North of England and specifically to:
- Develop and deliver a multi-modal, integrated strategic transport plan that drives transformational economic growth in the North;
 - Set the strategic outcomes, outputs and priorities for the North of England's rail infrastructure and strategic road network; and
 - Determine specifications and contracts for future rail service franchises in the North of England.
- 2.9 As part of this programme of improvements and devolution of transport strategy to a more local level the Local Transport Authorities came together to form Rail North Limited a company whose objects include the management of the TransPennine Express and Northern Rail Franchises on behalf of the Secretary of State for Transport.
- 2.10 In October 2016 with the agreement of all the Constituent Authorities TfN submitted a proposal to the Secretary of State for Transport that TfN should be established as the first Sub-national Transport Body (STB) under the provisions of section 102E of the Local Transport Act 2008 as amended by the Cities and Local Government Devolution Act 2016.
- 2.11 The 19 Constituent Authorities of TfN are:
- Greater Manchester Combined Authority

Liverpool City Region Combined Authority
North East Combined Authority
Sheffield City Region Combined Authority
Tees Valley Combined Authority
West Yorkshire Combined Authority
Cumbria County Council
Lancashire County Council
North Yorkshire County Council
Blackburn with Darwen Unitary Authority
Blackpool Unitary Authority
Cheshire East Unitary Authority
Cheshire West and Chester Unitary Authority
Warrington Unitary Authority
City of York Unitary Authority
East Riding of Yorkshire Unitary Authority
Hull Unitary Authority
North Lincolnshire Unitary Authority
North East Lincolnshire Unitary Authority

3. The Submission Proposal

- 3.1 The Proposal submitted by the Constituent Authorities included the following key provisions:
- a) All Constituent Authorities will be entitled to appoint a representative to TfN, such representative to normally be the Elected Mayor, Leader or Member with delegated responsibility for transport;
 - b) Decisions will be expected to be unanimous but where voting is required votes will be weighted in accordance with the populations of the Constituent Authorities;
 - c) Decisions in relation to the Budget, the adoption of a Transport Strategy and the Constitution will require a Super Majority;
 - d) Funding will be provided by the Secretary of State and no decision to require financial contributions from Constituent Authorities can be made without the agreement of each Authority;
 - e) There will be appropriate mechanisms for Scrutiny of TfN's decisions;
 - f) Rail North Limited will be wholly owned by TfN;
 - g) A wider Partnership Board including representatives of government bodies and the LEPs will be set up to inform TfN's decision making.

4. The Secretary of State's Response

- 4.1 The Secretary of State has now formally responded to the Proposal and has indicated that he is minded to make Regulations creating TfN as the first Sub-national Transport Body with the following functions:
- a) The preparation of a Northern Transport Strategy;
 - b) The provision of advice on the North's priorities, as a Statutory Partner in the Department's investment processes;

- c) The coordination of regional transport activities, (such as smart ticketing), and the co-management of the TransPennine Express and Northern rail franchises through the acquisition of Rail North Ltd.

5. The Draft Regulations

- 5.1 TfN are positively engaging with the Department for Transport to ensure that the draft regulations reflect the terms of the Proposal in so far as they have been agreed by the Secretary of State and will give TfN the statutory powers necessary to carry out these functions. Engagement thus far has provided TfN with confidence that the regulations will do this, however TfN will continue to work closely with the Department as this work progresses, and will of course update Constituent Authorities as soon as possible with any further information.

6. The Draft Constitution

- 6.1 A Draft Constitution has been drawn up which includes provisions which reflect and implement the Submission Proposal. The Constitution contains the following Provisions:

6.2 Articles

- 6.2.1 The Articles set out the statutory basis for TfN and its membership. TfN is made up of representatives from the 19 Constituent Authorities who are the Transport Authorities for the North of England. TfN will operate through a delegation to its Chief Officers of all its functions other than decisions in relation to the Constitution, the Budget and the statutory Transport Strategy and any other matters which are specifically reserved to TfN by statute.
- 6.2.2 The Articles contain an overview of the functions of TfN and the major partnerships through which it will exercise these functions, in particular its role as Statutory Partner in determining priorities for road (Highways North Board) and rail investment and its role in managing the TransPennine Express and Northern Rail Franchises.
- 6.2.3 TfN will establish a Partnership Board with representatives of all the Constituent Authorities, representatives of the other Authorities who were members of Rail North Limited, representatives of the 11 LEPs and representatives of the Department for Transport and of other Government Agencies. This Board will be responsible for setting the strategic agenda for transport in the North of England.
- 6.2.4 TfN will also engage with its partners in the Rail North Partnership Board setting the strategic priorities for rail investment and in the Highways North Board setting the strategic priorities for road investment.
- 6.2.5 TfN will co-manage the TransPennine Express and Northern Rail Franchises through a Committee which will include representatives of all the other Authorities who were members of Rail North Limited.

6.3 Voting

6.3.1 The Articles provide for weighted voting in accordance with a matrix which gives the representative of each Constituent Authority a vote which is weighted to reflect the population of the area of the Constituent Authority.

6.3.2 A decision to approve the Budget, to approve the Constitution or to adopt the Transport Strategy will require an increased majority of 75% of the weighted votes and a simple majority of the Members of TfN.

6.3.3 It is proposed that TfN should be entitled to co-opt Members and that such co-opted Members should have voting rights. It is further proposed that those Authorities which are members of Rail North Limited but which will not be a Constituent Authority of TfN (the Rail North Authorities) should each be entitled to appoint a representative to be a co-opted Member of TfN with a right to speak and vote on rail franchise matters. The voting in relation to rail franchise matters shall be weighted in accordance with a voting matrix which reflects the voting arrangements for Rail North Limited.

6.4 Financial Contributions

6.4.1 TfN is funded through government grant and although future funding decisions will remain the responsibility of the government at the time, establishing TfN in statute ensures it has the stability and permanence to be confident of long term central Government support.

6.4.2 At present the Constituent Authorities and the Rail North Authorities make the Rail North Support Payment and the Authorities in receipt of rail administrative grant make the Rail North Supplemental Payment to support Rail North Limited. Upon TfN assuming the responsibilities and functions of Rail North Limited these payments will continue to be made to TfN to enable it to continue to support rail franchise management.

6.4.3 The Submission Proposal provides that the Constituent Authorities may all agree to contribute to the costs of TfN in the future. However a decision to raise such contributions and the amount would require a unanimous decision of the Constituent Authorities and could only be taken after written consent to the proposal has been received from each of the Constituent Authorities.

6.4.4 Unless unanimously agreed otherwise, the apportionment of any financial contributions would be determined on the basis of the Resident Populations of each of the Constituent Authorities.

6.4.5 TfN would be entitled to accept voluntary contributions towards its costs from any of the Constituent Authorities.

6.5 Powers and Functions

6.5.1 This section sets out the powers and functions which will be given to TfN.

6.5.2 These are as follows:

- a) To prepare a Transport Strategy for the Combined Area in accordance with section 102l of the Local Transport Act 2008;

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- b) To provide advice to the Secretary of State about the exercise of the transport functions in the Combined Area;
 - c) To be a Statutory Partner with the Secretary of State in both road and rail investment processes and to be responsible for setting the objectives and priorities for strategic road and rail investments in the Combined Area;
 - d) To be consulted in relation to rail franchise agreements for services to and from or within its area;
 - e) To co-manage with the Secretary of State the TransPennine Express and Northern Rail Franchises;
 - f) To co-ordinate the carrying out of specified transport functions that are exercisable by its different Constituent Authorities with a view to improving the effectiveness and efficiency of the carrying out of those functions;
 - g) To promote and co-ordinate road transport schemes;
 - h) To make proposals to the Secretary of State for the transfer of transport functions to TfN;
 - i) To make other proposals to the Secretary of State about the role and functions of TfN;
 - j) To undertake Smart Ticketing within the Combined Area;
 - k) To promote and oppose local or personal bills in Parliament;
 - l) To pay Capital Grants to support the funding and delivery of joint projects;
 - m) To exercise powers to acquire land and to construct highways under Section 24.

6.5.3 In carrying out these functions, TfN will be a statutory partner of the Department for Transport, devolving responsibilities from the Secretary of State and speaking to the Department with a strong, single voice for the North. It is not intended that TfN should take responsibilities away from the Constituent Authorities, instead exercising a coordinating role in relation to specified transport functions and continuing to work in partnership with members. It is not the intention that TfN becomes a Highway Authority.

6.6 Concurrent Functions

6.6.1 Before exercising any transport powers or functions it holds concurrently with any of the Constituent Authorities or Highways Authorities within the TfN area, TfN will consult those Authorities and enter into a Protocol covering the way in which those functions will be exercised.

6.7 Responsibility for Functions

6.7.1 The Membership of TfN will together be responsible for approving the Budget, the Constitution and the Transport Strategy.

6.7.2 Officers of TfN will have delegated responsibility to carry out all of TfN's day to day functions and to implement the strategic decisions made by TfN.

6.7.3 In carrying out these functions TfN and its officers will have due regard to the views and advice of the Partnership Board, DfT and other Statutory Agencies.

6.8 Audit and Governance Committee

6.8.1 TfN will appoint an Audit and Governance Committee to provide independent review and assurance to Members on governance, risk management and control frameworks. It oversees financial reporting, the Annual Governance Statement process and internal and external audit, to ensure efficient and effective assurance arrangements are in place.

6.9 Scrutiny Committee

6.9.1 Each of the Constituent Authorities will be entitled to appoint a representative (and a substitute) to the Scrutiny Committee.

6.9.2 The role of the Scrutiny Committee will include:-

- a) reviewing the decisions of TfN and of officers of TfN under the scheme of delegations;
- b) making reports or recommendations to TfN with respect to the discharge of the functions of TfN and on transport matters that affect the TfN area.

6.10 The Rail North Committee

6.10.1 TfN will establish a Rail North Committee which will advise on TfN's Statutory Partner role in relation to rail investment and will have oversight of the management of the TransPennine Express and Northern Rail Franchises. This will replace the Association of Rail North Authorities and will include representatives of the six non-TfN Rail North Authorities as co-opted Members. Voting in the Rail North Committee will be on the basis of weighted votes which replicate the voting provisions of Rail North Limited.

6.11 The Rail North Sub-Committee

6.11.1 TfN will also establish a Rail North Sub-Committee that will be appointed according to provisions which replicate the provisions for appointing the Rail North Limited Board.

6.11.2 Rail North Area Sub-Committees - Where requested TfN will also establish Rail North Area Sub-Committees to take the place of the Regional Business Units permitted under the provisions of the Rail North Members Agreement.

6.12 Officers

6.12.1 TfN will appoint its 3 Statutory Officers, the Chief Executive as the Head of Paid Service, the Monitoring Officer and the Finance Director as its Chief Officers to whom it will delegate day to day operations of TfN.

6.12.2 Chief Officers will have due regard to the recommendations of the Partnership Board, the Rail Partnership Board and Highways North Board in carrying out their functions.

6.13 Procedure Rules

6.13.1 This section sets out the procedures which shall apply to meetings of TfN. The Rules of Debate reflect the nature of the business of TfN and that most decisions are expected to be consensual without the need for formal debating procedures.

6.14 **Scrutiny Procedure Rules**

6.14.1 These set out the role of Scrutiny within TfN.

6.14.2 The Scrutiny Procedure Rules provide for Scrutiny Committee to set up smaller Scrutiny Panels to review discreet topics and to allow these Panels to invite representatives of outside bodies to attend to inform their Reviews.

6.15 **Financial Procedures**

6.15.1 This section sets out the financial rules and controls which will govern all expenditure by TfN. It also contains the Contract Procurement Rules which will govern how TfN tenders and awards contracts.

6.15.2 It is expected that more detailed financial controls in relation to individual projects will be set out in the Funding Letter from the Secretary of State.

6.16 **Codes and Protocols**

6.16.1 It is not intended that TfN should have its own Code of Conduct for Members but Members will be expected to adhere to the Code of Conduct of their appointing Authority in the conduct of TfN's business and any Standards issue would be referred back to the appointing Authority by the Monitoring Officer.

6.16.2 The section includes the Codes of Conduct for Officers of TfN, the Protocol on Member/Officer Relations, the Code of Corporate Governance, the Anti-Fraud and Corruption Policy and the Whistleblowing Policy.

6.16.3 Although TfN is not required to adopt its own Code of Conduct for Members it will need to have a separate Disclosure of Interests by each Member in respect of their interests within the whole of the TfN geographical area.

6.16.4 The Code of Conduct for Officers sets out the standards of behaviour expected from TfN's officers.

6.16.5 The Protocol on Member/Officer Relations sets out guidance on the mutual respect which should exist between officers and Members and the way in which they should interact with each other.

6.16.6 The Code of Corporate Governance sets out the core principles and values which will govern the way in which TfN operates.

6.16.7 The Anti-Fraud and Corruption Policy sets out the measures that TfN will put in place to avoid and address fraud and corruption in any of its dealings.

6.16.8 The Whistle Blowing Policy sets out the ways in which whistle-blowers may bring their concerns to management and the protections that are in place to ensure that whistle-blowers are not victimised or discriminated against.

6.17 **Role of the Partnership Board**

6.17.1 TfN has evolved over the years from the inception of Transport for the North as a partnership representing all those with an interest in the improvement of transport in the North of England to the creation of TfN as the first Sub-National Transport Body. Although TfN as a corporate body will consist of the representatives of the 19 Constituent Authorities there is an aspiration that it will continue to operate through the Partnership Board taking decisions in partnership with the representatives of the 11 LEPs as representatives of the business community and with representatives of the Department for Transport and other Government Agencies and will continue to have an independent chair.

6.17.2 The Draft Constitution reflects the legal requirements for decision making within TfN as a corporate body but it will be open to TfN to operate these constitutional arrangements in a way that is consistent with continuing the present arrangements of the Partnership Board if Members so agree.

6.18 **Rail North Limited**

6.18.1 One of the drivers for the creation of TfN as a Sub-National Transport Body was to create a body which could speak with one voice on all transport matters affecting the North of England. To achieve that, it is proposed that TfN should take over ownership of Rail North Limited and subsume all of its functions directly into TfN.

6.18.2 Rail North Limited would be replaced by a Committee of TfN on which the former Rail North Member Authorities would be represented and have the same voting rights as under the Memorandum and Articles of the Company.

6.18.3 Before this can be achieved all the current members of Rail North Limited will need to formally agree to the proposals for the transfer of Rail North Limited to TfN

6.18.4 The current Members Agreement with Rail North Limited will be replaced by a Rail Franchise Management Agreement between TfN and the current Members of Rail North Limited which will replicate as far as possible the provisions of the Members Agreement.

6.19 **The Rail Partnership Board**

6.19.1 A Rail Partnership Board will be set up which will replicate the existing Rail North Board and will include Members of TfN along with representatives of the Department for Transport. This Board will make recommendations in relation to strategic priorities for rail investment and in relation to existing and future rail franchises.

6.20 **The Highways North Board**

6.20.1 TfN will participate in the Highways North Board which will consist of the Members of TfN along with representatives of the Department for Transport and Highways England. The role of the Board will be to make recommendations in respect of the future Roads Investment Strategy and competitive major roads funding programmes.

6.21 The Chief Executives Meeting

6.21.1 The Chief Executives or their representatives will continue to meet to provide oversight of the activities of TfN and review draft Board papers and advise on policy and strategy proposals.

6.22 Consent to the Regulations

6.22.1 Draft Regulations are being drafted to create TfN as a Sub-National Transport Body. Before the Secretary of State may make these Regulations each of the Constituent Authorities must consent to the making of the Regulations. It is anticipated that the Secretary of State will send a letter to each of the Constituent Authorities requesting formal consent to the making of the Regulations to be provided by early September 2017.

7. Recommendation

It is recommended that you formally consent to:

- a) the making by the Secretary of State of Regulations under section 102E of the Local Transport Act 2008 to establish Transport for the North as a Sub-National Transport Body.
- b) The transfer of Rail North Limited to TfN so that it can be subsumed within TfN
- c) The signing of a new Rail Franchise Management Agreement with TfN replicating as far as possible the current Rail North Limited Members Agreement
- d) Continuation of the payment of the current funding for Rail North Limited to TfN after its inauguration.