

Agenda for a meeting of the Regeneration and Environment Overview and Scrutiny Committee to be held on Thursday, 7 November 2019 at 5.30 pm in Committee Room 1 - City Hall, Bradford

Members of the Committee – Councillors

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT	GREEN
Herd Heseltine	Jamil Dodds Berry Mohammed Kamran Hussain Mohammed	R Ahmed	Love

Alternates:

CONSERVATIVE	LABOUR	LIBERAL DEMOCRAT	GREEN
Riaz Whiteley	Johnson Choudhry Dunbar Jenkins Lintern	Stubbs	Warnes

NON VOTING CO-OPTED MEMBERS

Nicola Hoggart Environment Agency
Julia Pearson Bradford Environmental Forum

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

To:

Agenda Contact: Asad Shah
Phone: 01274 432280
E-Mail: asad.shah@bradford.gov.uk

A. PROCEDURAL ITEMS

1. ALTERNATE MEMBERS (Standing Order 34)

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

2. DISCLOSURES OF INTEREST

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

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

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

Notes:

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

3. INSPECTION OF REPORTS AND BACKGROUND PAPERS

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

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

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

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

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

(Asad Shah - 01274 432280)

4. REFERRALS TO THE OVERVIEW AND SCRUTINY COMMITTEE

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

B. OVERVIEW AND SCRUTINY ACTIVITIES

5. THE COUNCIL'S AFFORDABLE HOUSING PROGRAMME

1 - 10

The report of the Strategic Director, Place (**Document "V"**) is provided for information in order to update members on progress in relation to delivery of the Council's Affordable Housing programme and recent developments influencing the governance of the housing stock.

Recommended –

Members are requested to consider the content of the report and comment as appropriate.

(Lorraine Wright – 01274 432516)

6. DRAFT HOUSING STRATEGY AND THE HOMELESSNESS & ROUGH SLEEPING STRATEGY

11 - 74

The current Housing & Homelessness Strategy, A Place to Call Home, 2014-2019, is undergoing a review and two separate strategies, Housing Strategy and Homelessness and Rough Sleeping Strategy are being produced.

The report of the Strategic Director, Place (**Document "W"**) provides the draft strategies to Members of the Committee to consider.

Recommended –

That Members consider the draft strategies and comment as appropriate.

(Yusuf Karolia – 01274 434362)
(Sarah Holmes – 01274 432591)

7. **THE COUNCIL'S INVOLVEMENT IN RESIDENTIAL HIGH RISE BUILDINGS FOLLOWING THE GRENFELL TOWER DISASTER** 75 - 80

The report of the Strategic Director, Place (**Document "X"**) provides a further update for members of the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

Recommended –

That the Committee note the report and request a further update on the work relating to high rise residential buildings in 12 months.

(Justin Booth – 01274 434716)

8. **REGENERATION AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME 2019-20** 81 - 88

The report of the Chair of the Regeneration & Environment Overview and Scrutiny Committee (**Document "Y"**) includes the Regeneration and Environment Overview and Scrutiny Committee work programme for 2019/20.

Recommended –

That the Work programme 2019-20 continues to be regularly reviewed during the year.

(Licia Woodhead – 01274 432119)



Report of the Strategic Director of Place to the meeting of Regeneration and Environment Overview and Scrutiny Committee to be held on November 7th 2019

V

Subject:

THE COUNCIL'S AFFORDABLE HOUSING PROGRAMME

Summary statement:

This report is provided for information in order to update members on progress in relation to delivery of the Council's Affordable Housing programme and recent developments influencing the governance of the housing stock.

Shelagh O'Neill
Assistant Director – Dept of Place

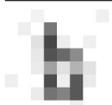
Portfolio:

Regeneration, Housing, Planning & Transport

Report Contact: Lorraine Wright,
Principal Officer Housing
Phone: (01274) 432516
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Overview & Scrutiny Area:

Regeneration and Environment



1. SUMMARY

- 1.1 This report is provided for information in order to update members on progress in relation to delivery of the Council's Affordable Housing programme and recent developments influencing the governance of the Council's housing stock.

2. BACKGROUND

- 2.1 The Council's housing stock was transferred to an independent Housing Trust, Bradford Community Housing Trust (now Incommunities) in 2003 by way of Large Scale Voluntary Transfer (LSVT).
- 2.2 The Council's Housing Development and Enabling Team started to deliver new council housing back in 2010. This was at a time when affordable housing delivery was at a low point following the recession and the Council wanted to demonstrate leadership to the sector by taking an active role in increasing the supply. Since then, the Council has been a major contributor to the delivery of affordable homes in the district.
- 2.3 The new build programme to date has included some market sale units on sites where market analysis and intelligence demonstrates demand for market sale units. The capital receipts from the sales are directed back into the development programme. By the end of this financial year, a total of 475 homes will have been delivered; of which 428 will be affordable homes for rent.
- 2.4 The Executive at its meetings on 22 July 2011, 14 January 2014 and 8 November 2016 approved bids for investment support by the Council to the Homes and Communities Agency (HCA, but now operating as Homes England) as part of the 2011-15 and 2015-18 Affordable Housing programmes and the 2016-21 Shared Ownership and Affordable Housing Programme (SOAHP).
- 2.5 Following receipt of this approval, the Council was successful in securing grant to through the 2011-15 and 2015-18 Affordable Housing Programmes and subsequently entered into contract with Homes England to deliver these new affordable homes for rent. The Council also secured an indicative funding allowance under the 2016-21 SOAHP for shared ownership pending the identification of a suitable site for home ownership.

Affordable Housing Programme

- 2.6 The table below summarises the extent of affordable homes for rent in the programme by funding regime:

Programme	Sites	No. Affordable
Pre 2011	Longfield Drive	95
	Beech Grove	



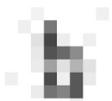
2011-15	Canary Drive	81
	Fieldway	
	Valley Drive	
	Ripley Street Phase 1	
2015-18	Ripley Street Phase 2	252
	Cliffe Lane, Baildon (Phase 1)	
	Cliffe Lane, Baildon (Phase 2)	
	Keighley Road, Oakworth (Houses)	
	Keighley Road, Oakworth (Extra Care)	
	Braithwaite Road	
	Avenham Way	
	Clergy House/Jermyn Court (Horton Housing)	
	Cliffe Lane 1 + 2 (additional units)	
	TOTAL	428

2.7 The table demonstrates that on completion of the 2015-18 programme, a total of 428 affordable homes for rent will have been delivered since the new build programme started. The Clergy House/Jermyn Court project comprised of 18 self-contained flats providing temporary accommodation to homeless households. These flats are managed by Horton Housing and therefore sit outside the Council's housing stock.

2.8 The specifics of the 2015-18 programme are summarised in the table below:

Scheme	No. affordable	Status
Avenham Way	16	Completed
Ripley Street Phase 2	15	Completed
Cliffe Lane (Phase 1)	20	Completed
Cliffe Lane (Phase 2)	13	Completed
Braithwaite Road	36	On site
Keighley Road, Houses	39	Completed
Keighley Road, Extra Care	69	Completed
Cliffe Lane 1+2 (additional units)	26	Completed
Clergy House/Jermyn Court	18	Completed
Total	252	

2.9 Delivery of the 2015-18 programme is close to completion. Over the last 12 months, three schemes have been delivered, providing 134 new affordable homes to the district. This includes the construction of the Council's first and flagship Extra Care Scheme and Community Resource Unit which completed in September 2019. The Extra Care Scheme, Fletcher Court, comprises 36 two bed and 33 one bed apartments. It is designed to meet the needs of frailer older people and provides 24 hour care and support on site. Further, residents will have their own home and their own front door but with access to a range of communal facilities to promote a sense of community and help to prevent isolation. Communal facilities include restaurant, residents lounge and activity room, a hair salon and nail bar, health and fitness facilities and a computer room. Adjacent, is Valley View Court, a 50 bed Community



Resource Unit offering short and longer term transitional / residential care service including respite with a resident's lounge and dining area on each floor, a gym, offices, and enclosed landscaped gardens. The development was designed by Bradford architects Langtry-Langton and built by Derbyshire based Wildgoose Construction. Facilities Management will operate the café / restaurant, which, once fully occupied and operational will be open to the community. The Council's Health and Wellbeing Service will operate Valley View Court and will provide care to the residents of Fletcher Court. Fletcher Court forms part of the council's housing stock, providing much needed affordable housing to meet the needs and aspirations of our older generation. The scheme was shortlisted for a Public-Private Partnership of the Year at the Insider Yorkshire Property Industry Awards held in September. The scheme also received a Gold Award for 'Secure by Design' in recognition of its safety and security. Secure by Design is a national police crime prevention initiative and the scheme has been recognised for incorporating crime prevention techniques into its layout, landscaping and physical security.

- 2.10 The Council secured £1.75m Homes England funding in November 2016 for an indicative bid to deliver a programme of 50 homes of affordable housing for shared ownership or rent to buy through the Shared Ownership and Affordable Housing Programme (SOAHP). This funding was secured at a time when grant funding for affordable rent was not available. Sourcing a site suitable for shared ownership proved difficult so when the funding criteria was broadened to include affordable rent, the Housing Development and Enabling Team started to prepare a funding proposal for an enhanced programme; 173 homes, of which 138 would be affordable homes for rent. This would involve submitting an alternative funding bid and effectively converting the 50 unit allocation for shared ownership to affordable rent.
- 2.11 Delivering market sale housing proved a challenge on some schemes. Despite engaging an experienced local agent, generating a lot of views on the Rightmove website and a promising number of actual viewings there has been insufficient interest in / offers on some of the market sale units on schemes in mid-market areas. This led to a decision to convert 26 homes envisaged for market sale to affordable rent on the Cliffe Lane West site. Homes England grant was secured at an average rate of over £42k a unit; ranging from £39k-£48k. As a result and following an extensive lessons learned exercise conducted with the input of Local Partnerships, a decision was taken to omit the delivery of market sale from the future programme. Local Partnerships are jointly owned by Local Government Association, HM Treasury and they work with local and national government and other public sector organisations; sharing industry best practise and providing expertise and insight. Their advice on maximising density on sites, improving efficiency of design and layout as well as input on industry best practise will help to ensure the future schemes will not only maximise the site and developable area but are delivered more efficiently and cost effectively.

Housing Revenue Account

- 2.12 As referenced above, the Council's housing stock was transferred to an independent Housing Trust, Bradford Community Housing Trust (now



Incommunities) in 2003 by way of Large Scale Voluntary Transfer.

- 2.13 When the Council decided to start developing council housing again, it approached Government for advice because Section 74(1) of the Local Government and Housing Act 1989 ('LGHA 1989') requires a local housing authority to keep a Housing Revenue Account ('HRA') if they are providing new council housing. The Council is a local housing authority pursuant to Section 1 of the Housing Act 1985.
- 2.14 On 15 September 2010 the Secretary of State issued a Direction entitled 'Housing Revenue Account (Bradford Metropolitan District Council) Direction 2010' which permitted the Council (with effect from 1 April 2010 'and for subsequent years') to hold stock without the need for a HRA. There were no limitations cited within the Direction in terms of timeframes or maximum stock numbers.
- 2.15 On 14 March 2019 the Ministry of Housing, Communities and Local Government (MHCLG) published guidance which requires local authorities to open a HRA where their stock exceeds 200 units. Subsequent correspondence with MHCLG has confirmed that Bradford will need to account for its housing stock within a HRA from the new financial year, 1 April 2020.
- 2.16 The main legislative features of a HRA are:
- It is a ring-fenced account;
 - Credits and Debits are prescribed by statute;
 - There is no general discretion to breach the ring-fence;
 - It cannot budget for a deficit; and
 - That all borrowing within the HRA is in line with the CIPFA (the Chartered Institute of Public Finance and Accountancy) Prudential Code.
- 2.17 Officers in Housing are working with Finance and Legal to financially model a HRA based on the current stock. This includes identifying the staffing requirements and the scale of a potential future delivery programme. As a result of the change to Government policy on Housing Revenue Accounts, the scale and scope of the future delivery programme will be developed once the financial modelling for the HRA is complete. At that point in time, the Council will be able to determine funding / grant requirements and prepare a bid to Homes England.

3. OTHER CONSIDERATIONS

- 3.1 When the LSVT took place in 2003, the Council staff engaged in the day to day management of the stock were also transferred. As a result, the Council did not retain any housing management staff so has procured a registered housing provider to fulfil the housing management role for the new housing stock. Following a procurement exercise in 2016, Incommunities was appointed to undertake this role for the Council's affordable housing for a 5 year period, until 2021. The revenue costs of this contract are funded from the rental income from the properties.
- 3.2 The adopted Core Strategy sets out an overall housing requirement for the period 2013-2030 of 2,476 dwellings per annum (of which 587 to be affordable homes) or circa 42,100 homes. The Council's Core Strategy Partial Review (CSPR) Preferred



Options report which is currently subject to consultation sets out a revised minimum housing need figure of 1703 dwellings per annum (of which 411 to be affordable homes) or 28,951 dwellings over a suggested revised 17-year plan period of 2020-37.

- 3.3 In its Strategic Housing role the Council also monitors the delivery of affordable housing across the district. Figures are currently being collated and verified for the last financial year and it is currently anticipated that 267 affordable homes were delivered across the district in 2018-19. Affordable housing delivery has been fluctuated over that last few years but delivery still falls some way short of the target. The table below shows delivery of affordable housing over recent years against the current and proposed target:

Financial Year	2015-16	2016-17	2017-18	2018-19
Affordable Homes Delivery	121	229	334	267*
Target (Adopted Core Strategy)	587			
Proposed Target (CSPR Preferred Options)	411			

*This figure is in the process of being verified and audited and will be published later in the year.

- 3.4 There are a range of factors influencing delivery. Most notably, the [Welfare Reform and Work Act 2016](#) required registered providers of social housing in England to reduce social housing rents by 1% a year for 4 years from April 2016. This comes to an end in April 2020 but has impacted social landlords' finance and income streams thereby affecting their ability to develop new homes over the last 4-5 years.
- 3.5 Affordable housing is also delivered through Section 106 agreements with developers. Section 106 agreements are where the Local Planning Authority requires a developer, through the planning process, to deliver a proportion of affordable homes on a development site.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Finances for the Council's new build programme come from a range of sources; prudential borrowing, grant from Homes England, use of commuted sums where applicable and in the past, some cross subsidy from the sale of a number of units. The financial model under which the affordable housing programmes have been developed is also dependent on the rental income that can be generated from the properties. The key feature in relation to the financing of the scheme is that interest and principal repayments relating to the capital cost of the development are repaid in full from rental income generated once the properties are let.
- 4.2 The grant rate for the programme has ranged from £25k to £48k per unit, depending on the scheme and funding regime.
- 4.3 Since the affordable housing update in September 2018, no contract awards have taken place. Details of future procurements / contract awards will be reported into the Regeneration and Environment Overview and Scrutiny Committee when the specifics are known.



- 4.4 In line with the Local Government Transparency Code the details of any procured contracts are published on the Council's website on a quarterly basis as part of the Contracts and Grants Register.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The Council has delivered an extensive new build programme and in doing so, has developed knowledge and expertise and learned lessons along the way. Earlier this year, the Housing Development and Enabling Team held a workshop, reflecting on the delivery to date in order to identify the risks associated with the development programme and to put in place actions to mitigate these risks. Some of the key programme risks are summarised below:

Financial Modelling

Risk - It is essential that the financial model used to appraise the development proposals is robust and that it employs assumptions that are prudent and allow sufficient tolerance to accommodate unanticipated variations such as delays on sit.

Mitigation – The financial model used for the development programme has been reviewed and refined after each development programme, building on lessons learned. It is used to inform any submission to Project Appraisal Group or Homes England for funding has had input from Finance. Further, the Council engages professional consultants in calculating rents to ensure compliance with the Government's published rent setting policy.

Right to Buy

Risk – loss of housing stock through the Right to Buy. The Right to Buy scheme helps eligible council and housing association tenants in England to buy their home with a discount.

Mitigation – The level of discount may be reduced by the 'cost floor' rule. This would apply if the home has recently been purchased or built or has benefitted from significant capital investment. The cost floor period for council properties is either:

- the 10 year period prior to receipt of the RTB application form; or
- 15 years if your home was built or acquired by your landlord after 2 April 2012.

Delivery

Risk – Under the terms of the Grant Agreement with Homes England, the Council is expected to deliver schemes within a prescribed timeframe. The receipt of investment support will be dependent upon delivering within this timeframe. Failure to meet prescribed timescales risks loss of funding and reputational damage.

Mitigation – For each scheme a detailed programme is devised capturing the entire design and construction process including feasibility, planning, procurement and delivery. This is based on knowledge built up over a number of years and schemes.



Further, the risk of delivery delay can to some degree be mitigated through a design and build contract, passing the construction risk to the contractor.

Risk – The contractor goes into administration. The contractor appointed to deliver the affordable housing scheme at Avenham Way went into liquidation last year. This resulted in significant delays and increased costs. Further, the Council had to procure another contractor to deliver the outstanding external works and used Building and Technical Services to complete the works to the properties.

Mitigation – prior to entering into contract, financial checks are carried out to ensure financial soundness of a company. In addition, a retention is always in place whereby the Council retains or withholds a percentage of each payment to ensure that the contractor properly completes the activities required of them under the contract.

6. LEGAL APPRAISAL

- 6.1 Legal Services provide advice on the terms of the Grant Agreement with Homes England for the delivery of all funded programmes and have ensured that the contracts have been entered into “under seal”.
- 6.2 Legal Services also provide advice on all construction contracts entered into to ensure compliance with Contract Standing Orders.
- 6.3 Legal Services are engaged and supporting Housing and Finance in setting up a Housing Revenue Account.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The Equality Impact Assessment (EIA) undertaken for the programme indicates that there are no adverse impacts in terms of equality and diversity. Many of the properties delivered through the Council’s new build programme have been built to meet Lifetime Homes Standard or enhanced accessibility standards meaning they are suitable for people with a disability and flexible and adaptable to meet the needs of current and future generations. Further, some of the schemes delivered meet the needs of specific client groups such as the temporary accommodation scheme at Clergy Court (for homeless people) and Fletcher Court, the Extra Care scheme Oakworth in Keighley (older people with care needs).

7.2 SUSTAINABILITY IMPLICATIONS

Most of the properties delivered through the Council’s new build programme have been designed and constructed with a ‘fabric first’ approach to the building envelope. This involves maximising the performance of the components and materials that make up the building fabric itself before considering the use of mechanical or electrical building services. Through good design, effective construction and aftercare we seek to make homes healthier and more enjoyable to



live in - socially sustainable - and cheaper to run - economically sustainable. Further, providing homes that are climate-proof and energy efficient will help to minimise greenhouse gas emissions, reduce the running costs for our customers and mitigate against the impact of fuel poverty on our communities. We are also designing for adaptation to extreme weather and considering flood-risk, heat-waves and other risks to homes and the built environment. All housing will be designed to meet the Council's 'Homes and Neighbourhoods - A Guide to Designing in Bradford' which aims to make new homes and neighbourhoods more sustainable and healthier places to live.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Most of the properties delivered through the Council's new build programme have been designed and constructed using 'Fabric First' principles; concentrating on improving the airtightness of the building fabric and the thermal performance of the structure results in reduced heat loss, carbon emissions and ultimately, savings on energy consumption thereby helping to minimise running costs to tenants. Electrical vehicle charging points have been included within all our recent developments. Further, many of the properties benefit from a Mechanical Ventilation Heat Recovery (MVHR) system. It provides a constant supply of fresh filtered air for a healthier indoor air quality environment but also contributes to a reduced carbon footprint. The MVHR is designed to recover and re-use up to 95% of the waste heat within the property and filters the incoming fresh air. This is reputed to result in improvements for asthma sufferers but also benefits those with bronchitis, hay fever and chronic obstructive pulmonary disease (COPD). Further, it is reported that an MVHR helps to control moisture and condensation reducing instances of damp and mould growth, known to affect health and wellbeing.

7.4 COMMUNITY SAFETY IMPLICATIONS

No community safety implications have been identified.

7.5 HUMAN RIGHTS ACT

No implications under the Human Rights Act have been identified.

7.6 TRADE UNION

No Trade Union implications have been identified.

7.7 WARD IMPLICATIONS

The housing schemes set out in this report deliver affordable housing on sites across the District. There are no specific ward implications as the affordable housing programme is district-wide in its focus and is led by land availability. Increasing the supply of affordable housing will however generate social and economic benefits across all wards and localities.



7.8 IMPLICATIONS FOR CORPORATE PARENTING

There are no specific implications for corporate parenting arising from this report.

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

There are no specific issues arising from this report.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. RECOMMENDATIONS

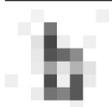
Members are requested to consider the content of the report and comment as appropriate.

10. APPENDICES

None.

11. BACKGROUND DOCUMENTS

None.





Report of the Strategic Director Place to the meeting of the Regeneration & Environment Overview & Scrutiny Committee to be held on 7 November 2019

W

Subject: Draft Housing Strategy and the Homelessness & Rough Sleeping Strategy

Summary statement:

The current Housing & Homelessness Strategy, A Place to Call Home, 2014-2019, is undergoing review and two separate strategies, Housing Strategy and Homelessness and Rough Sleeping Strategy are being produced. This report provides the draft strategies to Members of the Committee to consider.

Steve Hartley, Strategic Director, Place

Shelagh O'Neill, Assistant Director,
Economy & Development

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Portfolio:

Regeneration, Planning and Transport

Overview & Scrutiny Area:

Regeneration & Environment

1. SUMMARY

- 1.1 The current Housing & Homelessness Strategy, A Place to Call Home, 2014-2019, is undergoing review and two separate strategies, Housing Strategy and Homelessness and Rough Sleeping Strategy are being produced. This report provides the draft strategies to Members of the Committee to consider.

2. BACKGROUND

- 2.1 'A Place to Call Home: Housing & Homelessness Strategy for Bradford District 2014-2019 was endorsed by the Council Executive on 11 March 2014 and agreed by full Council at its meeting on 25 March 2014.
- 2.2 The strategy is partnership-led and jointly owned by the Council and the Housing Partnership reflecting the reality of delivery of the objectives which requires a range of partners and stakeholders to implement successfully.
- 2.3 The current strategy has the following vision and objectives:

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

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

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

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

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

- 2.4 Since the strategy's adoption regular progress reports have been considered by the Regeneration & Environment committee with the last progress report tabled at its meeting held on 18 September 2018.
- 2.5 A report was also presented to the Regeneration & Environment Overview and Scrutiny on 19 September 2019 updating the committee on the progress of the strategy review.

3. REPORT ISSUES

- 3.1 A review of the strategy began in early 2019 with a decision to separate the strategy into a housing strategy and a separate homelessness and rough sleeping strategy. This decision took into account the local context as well as recent government requirement to focus increased attention on homelessness & rough sleeping.

- 3.2 There were several strands to the review including analysing the evidence base and engaging stakeholders and partners.
- 3.3 A range of evidence was used to inform the review process including but not limited to:
- Strategic Housing Market Assessment 2019 by arc4
 - Upgrading the demographic evidence 2019 by Edge Analytics
 - Stock Condition Modelling and Health Impact assessment 2016 by BRE
 - Understanding Housing Markets: Bradford 2019, Local Government Association
 - Review of the homelessness evidence base 2019 by Campbell Tickell
- 3.4 A series of engagement events to inform the housing strategy together with a set of co-production events to review and develop the homelessness strategy were held. Meetings were also held with a sub group which was set up by the Regeneration & Environment Committee.
- 3.5 Outcomes from the Housing Strategy and Homelessness engagement events were presented to the committee at the 19 September 2019 meeting. Draft strategies were not available at that stage and the Committee requested: 1. An informal session to consider the draft strategies and 2. For the draft documents to be presented to the November meeting.
- 3.6 Since the meeting, the two draft strategies were produced and went out to public consultation, for a 4 week period ending 21 October 2019.
- 3.7 An informal consultation session with Committee Members was held on 21st October. A summary of comments are set out below:

Housing Strategy

- Members were generally supportive of the structure and content of the report particularly the case study examples.
- Members stated that the introductory place marketing text promoting Bradford as a place to live was good and disagreed with officer proposal to remove it. It was agreed to cut it down to a paragraph.
- Members agreed with the title of the document and the Vision
- Members were happy with the 3 key objectives and the 4 underpinning themes
- Members supported the officer proposed change to the titles of the Objectives from:
 - More Homes, Quality, Independence to:
 - More Homes, Quality Homes & Neighbourhoods and Homes for All.
- Members did not support the suggestion to replace the word “Quality” in the second objective with the word “Better”.
- Members supported the bold commitment to be inclusive.
- Members agreed with new proposed formatting which would improve the layout etc.
- There was support to remove the 4 themed sections which were overly wordy and technical but some concern that valuable information is not lost. Members were reassured that some of the information would be included elsewhere in the strategy and some of the technical information will be moved into the evidence base appendix.

- Members agreed with the proposed targets and were happy to remove the problematic target on Disabled Facilities Grants as DFG's are allocated based on the funding pot from government and Council.
- Members agreed that the "Government Asks" section should be removed but should be used to lobby government for policy changes. This may be considered as a recommendation to the Executive
- Members spoke about how to deal with empty homes, reducing Bed & Breakfast use, meeting the cultural needs of South Asian households, how we could build more affordable homes and more adapted homes, and the role of the Council in delivering housing which the market cannot provide e.g. larger family homes, adapted homes, zero carbon homes etc. Members were also interested in the issue of affordability and economics and its impact on housing. It was agreed that these are potential items for discussion at Scrutiny meetings rather than an explicit request to cover them in this strategy
- It was suggested that a one page leaflet is produced which summarises the strategy for the public

Homelessness & Rough Sleeping Strategy

- Members agreed with proposals to include a glossary, to explain any specialist terms or services, so the Strategy is easier to understand for non-housing specialists.
- Members were keen to ensure that sofa-surfing was recognised as a form of homelessness
- Members were keen to recognise empty homes as potentially part of the solution for housing homeless households. It was suggested that the action relating to empty homes is broadened out to encourage partners and the Empty Homes team to explore options for linking their programmes / objectives together.

3.8 A summary of comments from the public consultation are given below:

Housing Strategy

Many of the comments received were around formatting and structure including reducing the positive description of the District in the introductory pages, making the final four sections more concise, removing references to overly technical information, and removing the section on Government Asks.

Inclusion of additional case studies and highlighting the good work going on through these case studies was suggested.

More specific comments were:

- Emphasise the size of the BAME population and their housing need including the issue of residential segregation
- Reference to the Homelessness Reduction Act and its impact on Housing Options team capacity
- Exploring opportunities to regenerate areas like Manningham
- Impact of local planning and licensing decisions on the quality of the lived environment
- Suggestion that the planning and licensing system should be directed towards

ensuring that families have safe, quiet, and litter-free environments, comment was made that a lack of effective planning and licensing controls destabilises communities and acts against social cohesion

- A Developer Forum did not agree with the proposed new homes target in the Partial Review and suggested that it is made clear in the housing strategy that the reduced target is a proposal only and not yet adopted
- There was a suggestion to include a theme that relates to building and adapting houses with a view to them being accessible to everyone from day one and future proofed for people as they age
- Reference to working with Adult Social Care to develop appropriate housing to support people to live in the community
- Highlight the positive role played by our social landlord partners in the District

Homelessness & Rough Sleeping Strategy

Comments included the need to articulate the complexity around affordability, low income and debt more clearly, and a request for the strategy to include more 'plain English' explanations of technical homelessness terminology. Other suggestions were to include links to Bradford's Anti-Poverty Strategy and the Mental Wellbeing Strategy. Other comments were around clarifying the difference between the definitions of homelessness and rough sleeping, and highlighting some of the reasons for rough sleeping. There were also comments about highlighting the role of social landlords through the Commitment to Refer, recognising their role in early intervention to reduce evictions.

3.9 The draft strategies appended to this report have been updated following public consultations and a consultation session with the Regeneration & Environment Overview and Scrutiny Sub Group held on 21 October 2019.

3.10 Next Steps

Deadline for report to Executive 12 November 2019
Meeting of the Executive 3 December 2019

4. FINANCIAL & RESOURCE APPRAISAL

4.1.1 The strategy review and development process was carried out using existing staffing resources. However much of the evidence gathering and analysis was commissioned due to the need for specialist skills not available within the council or due to capacity constraints.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

No significant risk management issues arising from this report

6. LEGAL APPRAISAL

No significant legal issues arising from this report

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The strategies will set out an explicit commitment to reducing inequalities and recognises that housing has a big part to play in promoting equality of access and

support, and in tackling inequalities.

7.2 SUSTAINABILITY IMPLICATIONS

The strategy seeks to support sustainability of the district and its communities through prioritising the provision of suitable, affordable housing to meet the needs of our growing population and by retrofitting existing dwelling stock to improve its long term viability. The recent Design Guide and other policy and good practice documents will be used to inform the development of the strategy.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Environmental sustainability and energy efficiency will be key features within the developing strategy. The strategy seeks to improve energy efficiency within the districts stock and to promote the adoption of low and zero carbon technologies in new homes.

7.4 COMMUNITY SAFETY IMPLICATIONS

The strategy seeks to support the creation of safe, healthy, welcoming and cohesive communities.

7.5 HUMAN RIGHTS ACT

The HRA dimension of housing is recognised in the United Nations Covenant on Economic, Social and Cultural Rights, which includes the right of everyone to an adequate standard of living for themselves and their family, including adequate housing. The UK is legally bound by this treaty. The Council also has regard to good practice in housing particularly those that adhere to guidance contained in: 'Deciding Rights – Applying the Human Rights Act to Good Practice in LA decision making'.

7.6 TRADE UNION

No issues identified

7.7 WARD IMPLICATIONS

No specific ward implications as both the housing and the homelessness and rough sleeping strategy will apply on a District wide basis. However in the planning of new supply of housing there will be specific targets for specific areas of the District in line with the Local Plan.

7.8 IMPLICATIONS FOR CORPORATE PARENTING

One of the objectives in the developing housing strategy is likely to be supporting independence which will apply to care leavers and the homelessness strategy will also set out our approach to care leavers.

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

No specific issues arising from this report

8. NOT FOR PUBLICATION DOCUMENTS

N/A

9. OPTIONS

There are no options being presented in this report

10. RECOMMENDATIONS

That Members consider the draft strategies and comment as appropriate.

11. APPENDICES

Appendix 1: Draft Housing Strategy

Appendix 2: Draft Homelessness & Rough Sleeping Strategy

12. BACKGROUND DOCUMENTS

REOS report 19 September 2019:

[Housing strategy and homelessness and rough sleeping strategy](#)

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A PLACE TO CALL HOME, A PLACE TO THRIVE
Housing Strategy for Bradford District 2020-2030

POST CONSULTATION DRAFT V7.1



DRAFT V7.1

Foreword

I am pleased to introduce “A Place to Call Home, A Place to Thrive, Housing Strategy for Bradford District 2020-2030”.

The strategy focuses on the role housing can play in creating healthy, well connected sustainable and thriving communities as part of a corporate drive to improve quality of life for all.

The strategy sets out the actions we can take collaboratively as a District to deliver housing priorities in a way which secures greater health and well being and economic prosperity. This is why it is important to acknowledge that housing interventions alone cannot lead to fulfilling lives, but housing must be delivered as part of an overall effort to achieve happy and successful lives.

I am highly encouraged that the commitment from partners is there to deliver our priorities and this is evident in all that we do, whether it is housing delivery, economic, health or social care. The willingness of our partners to participate is strong and the future for our District and its residents is one of optimism and excitement.

I look forward to this housing strategy playing its part in delivering the best outcomes for our residents.



Cllr Alex Ross-Shaw
Portfolio Holder
Regeneration, Planning and Transport

A Place in Which to Thrive

Bradford District is a place in which to live and thrive. The District offers attractively priced terraced housing within close knit city neighbourhoods, quality social housing in well kept estates across the District, unique Victorian Squares with spacious family accommodation, luxury city centre apartments in modern premises or in listed buildings, located in architecturally renowned Little Germany, executive family homes near stunning countryside, and homes of character in villages and towns which are amongst the most prosperous in the country

Everyone in Bradford District should have a place to call home which meets their needs and in which they can thrive. Housing has a pivotal role in making the District a great place to live and work for everyone – a place where all our children have a great start in life, where people are supported to prosper in good jobs, where people live long and healthy lives and all our neighbourhoods are great places to live.

This strategy sets out the vision, priorities and approach for meeting the housing needs of the residents of Bradford District in ways which can contribute to a more productive and inclusive economy, address health and social inequalities, tackle the challenge of climate change and help build stronger communities.

Above all we want to deliver housing objectives in a way which is inclusive and the benefits reach everyone.

The Council and the Housing Partnership makes this commitment to ensure that our housing interventions reach everyone. We are determined to ensure that the benefits of this strategy support people who may feel excluded by the housing market, including the most vulnerable people within our most deprived neighbourhoods. This approach will guide us when we plan, develop, deliver and monitor our housing objectives.

The strategy is a jointly owned strategy by the Council and the multi-agency Bradford Housing Partnership. It will be monitored and reviewed on a regular basis by the Council and the Bradford Housing Partnership and delivery will be carried out by a range of housing and housing related agencies recognising the reality that housing objectives cannot be delivered by the Council alone.



OUR VISION

Everyone in Bradford District should have a place to call home which meets their needs and in which they can thrive

OUR OBJECTIVES

More Homes: We want to increase the supply of homes of the right type and in the right locations to meet the needs and aspirations of our diverse and growing population which will enable all our neighbourhoods and communities to thrive.

We will:

- Increase the rate of house building and provide a range of accommodation, from affordable homes to the higher-value housing that can attract and retain skilled workers
- Deliver more family housing and increase the supply of larger homes in areas with high levels of overcrowding
- Focus on meeting the need for affordable homes which meet the needs of people on lower incomes and first time buyers
- We will improve access to more homes by reducing empty homes

Quality Homes & Neighbourhoods: We want high-quality homes in neighbourhoods where people want to live. We want high-quality design and build standards to create homes that are energy efficient, adaptable and sensitive to future environmental, demographic and technological change.

We will:

- Deal with the issue of poor quality stock by working together with owners and landlords encouraging and supporting them to bring properties into good repair
- Look for opportunities to work with the health sector to deal with health impacts from poor quality housing and unhealthy neighbourhood environments
- Encourage and support new developments to achieve high levels of sustainable design and construction standards
- Ensure all new homes meet the Nationally Described Space Standard (NDSS) for internal space in new dwellings

Homes for All: We want to ensure that everyone has a place to call home and that vulnerable residents in our communities are supported to live independently.

We will:

- Offer help to residents with a range of needs to improve their access to suitable housing
- Increase the supply of accessible housing which is able to meet people's need throughout their lives
- Support the provision of specialist accommodation
- Help vulnerable people maintain their tenancies and enable a decent quality of life

MEASURING SUCCESS

We will monitor and report on the following key targets:

MORE HOMES

New Housing Completions (net), 1,703 per annum minimum

New Affordable Housing Delivered, 411 per annum

QUALITY HOMES & NEIGHBOURHOODS

Reduce the number of long term empty homes at or below the West Yorkshire average

An increase in the number of private sector homes where housing conditions have been improved through intervention measures

HOMES FOR ALL

An increase in the rates of successful homelessness preventions

Reduce length of stay in Bed & Breakfast to no more than 7 nights (average)



Our Opportunities

Bradford is a district of scale, complexity and diversity. We are home to 537,000 people making us the sixth largest city authority in the UK and by 2037 this will have increased to around 550,000 people. Bradford is a youthful district with more than a quarter of the population aged under 18. There are 141,600 people under the age of 18 in the district, which is 26.5% of the total population making us the youngest city in the UK.

We have a rich ethnic diversity – Black and minority ethnic communities make up 36% of the total population and 153 languages are spoken in the district. Current and historic trends in migration have made Bradford a truly international district that is globally connected, both in terms of our cultural richness and trading links. We celebrate diversity and proud to be a City of Sanctuary welcoming people fleeing war and persecution.

The district covers some 143 square miles, and has a mix of urban and rural areas with distinctive character. Bradford has a wide range of physical and environmental assets which makes it an attractive place to live and invest in. Most of the industrial and residential development is in the south of the district and along the valley bottoms, with the city centre of Bradford forming the heart of the district.

A majority of people live in the urban centres of Bradford and the freestanding towns of Keighley, Bingley, Shipley and Ilkley. Two-thirds of the district is rural with moorland and breath-taking countryside landscapes. The district is also home to the major international tourist destinations of Haworth and Saltaire (a UNESCO World Heritage Site).

Bradford is an economy of significant scale that is worth £10.1 billion and is the ninth largest city economy in England. We are home to 15,430 businesses employing 206,000 people in the district and over 250,000 people across the UK as a whole with a combined turnover of more than £30 billion Bradford attracts over ten million

visitors a year with more than 784,000 visitors each year. Visitor spend is estimated to be over £430million per year.

Above all, the District is confident and has strong partnership and stakeholder involvement in securing successful outcomes, not just housing outcomes but economic, health and care, education, and tackling poverty.

Our Challenges

The District faces a number of housing challenges. Our population is growing and changing, increasing the need for new and suitable homes to be delivered, but the supply of new homes has not been growing fast enough.

The District need is not just for more homes but homes for a diverse population with differing need including homes for larger families and those which meet cultural needs, homes adapted for people with disabilities and homes which are inclusive and accessible for a range of needs and changing circumstances.

The District has a growing population of older people aged 65 and over that is expected to increase by 39.5% to around 113,000 by 2037 adding pressure to provide housing which is suitable for our ageing population.

Our housing legacies are directly linked to the District's industrial past with 5,800 listed buildings and about a third of all houses built before 1919. Older stock is disproportionately represented in the private rented sector.

In order to both retain and attract residents and investment into the district, we need to provide a range of housing including affordable housing and higher value housing. Symptoms of insufficient housing supply are evident across the district: overcrowding has increased to nearly 10% of households, and homelessness is also increasing.

The proposed Core Strategy has identified the need for around 1,700 new homes a year of which over 400 will need to be affordable homes.

DRAFT 7.1

There has been a reduction in the number of long term empty homes in the district, which has had a positive impact on improving neighbourhoods and meeting housing needs. However, there are still a number of long term empty homes which are causing serious blight in their neighbourhoods, which need concerted action and intervention.

The District is polarized in terms of high and low income households, which has an effect on how the housing market operates. The areas with the highest concentrations of low income households are also associated with the poorest quality housing stock, overcrowding and empty properties, and the resultant effects of poor health and poor quality of life in general. These households despite living in areas with the most affordable homes often face the worst affordability constraints. Access to affordable housing is a major issue in the District. Inaccessible home ownership and housing benefit reform is making housing less affordable for many households.

Key health indicators including life expectancy and infant mortality show that Bradford still lags behind regional and national averages in terms of the health and wellbeing of our residents. Housing has a big part to play not only in improving health and wellbeing, but also in improving financial stability for households.

Unemployment and worklessness are high in Bradford. Youth and long term unemployment are significant challenges for the district, particularly for the inner urban areas of Bradford and Keighley and some outlying housing estates.

The economic dynamics of the sub-region are key to the District's future trajectory. How the economy grows will determine how the housing market is shaped.

Our Approach

Housing will play a pivotal role in helping the District and its people realize its ambitions and the

Council and partners will work towards addressing the issues identified in this strategy.

We (i.e. Council and partners) will focus on meeting the need for more homes, homes which are affordable, of good quality and sustainable.

We will deal with poor quality stock by working together with owners and landlords encouraging them to bring properties into good repair.

We will look for opportunities to work with the health sector to deal with health impacts from poor quality housing.

We will focus efforts on effective place-making and to turn round neighbourhoods in decline.

We will ensure that sections of the population that find it difficult to maintain their independence are supported such as the homeless, those with complex need, older people, those with physical disability and Learning Difficulties, Care Leavers and many others requiring support.

This strategy recognizes that we cannot achieve our housing objectives without working with others so we will strengthen partnership working and deliver outcomes for all to the best of our ability.



Maximising Outcomes

In delivering the vision and objectives we will ensure, alongside our commitment to be inclusive, that we deliver in such a way that there is maximum benefit realized for our communities.

This means that the new homes we build are green, safe, and in inclusive and distinct neighbourhoods that create healthy communities for all; maximizing outcomes by adopting a successful place making approach.

We will place quality at the heart of our intervention, not just in terms of building quality housing but turning round neighbourhoods in decline and ensure that the impact of poor quality is addressed and healthy living supported.

In our quest to provide the homes we need we must ensure that those sections of the population that need assistance to secure a better quality of life are supported and that the benefits from good quality housing and thriving neighbourhoods reach all sections of the population.

In delivering our 3 key objectives of More Homes, Quality Homes & Neighbourhoods, and Homes for All, we will aim to:

IMPROVE AFFORDABILITY

Supporting residents struggling to afford access to housing or meet their housing costs

PROVIDE EFFECTIVE PLACE MAKING

Exploring ways to regenerate our communities and secure well designed neighbourhoods that people want to live in

SUPPORT HEALTHY LIVING

Ensuring housing actions take into account health impacts and help to improve people's wellbeing

PROVIDE SUSTAINABLE HOUSING IN SUSTAINABLE NEIGHBOURHOODS

Delivering housing that enhances environmental wellbeing and address our net zero carbon commitment

IMPROVE AFFORDABILITY

Many people in the District struggle to access housing either to buy or to rent primarily due to low incomes. We will support residents struggling to afford access to housing or meet their housing costs.

This can be done by increasing the supply of affordable housing by working with our social partners, developers and Homes England. Another way of addressing affordability is by improving incomes and we will work with the Economic Partnership and City Region partners to bring better paid jobs into the District. We will support advice agencies to help people maximize benefits take up and manage budgets and debt.

Those who own their own homes are sometimes unable to afford to keep up with mortgage payments and to afford the costs of keeping their properties in good repair. Both renters and owners struggle to pay for utility costs and end up in fuel poverty. We will help people reduce their housing costs by tackling fuel poverty through measures such as making homes more energy efficient, promoting energy efficiency schemes and encouraging owners and landlords to improve properties.

SUPPORT HEALTHY LIVING

Having a good quality, warm and safe home is an essential prerequisite of wellbeing and good health. We will ensure housing actions take into account health impacts and help to improve people's wellbeing.

This strategy recognises that housing is a key determinant of health and it commits the council and its partners to support the Guiding Principles contained within: *"Connecting people and place for better health and wellbeing, Joint Health and Wellbeing Strategy for Bradford and Airedale, 2018 – 2023"*. The Housing Partnership will work closely with the Health & Wellbeing Board to deliver shared outcomes and the close working relationships developed over many years between the Care and Health sectors will continue to be delivered in line with the "Happy, Healthy & At Home" plan.

Not being able to find suitable accommodation or living in poor quality or hazardous accommodation is bad for health and wellbeing often leading to stress and anxiety which can lead to more serious mental health issues. Bradford District with its "Homes & Neighbourhoods", a guide to designing in Bradford, is going a lot further by requiring developers to place healthy homes and neighbourhoods at the forefront of their development proposals, ensuring residents have access to green spaces and healthy environments which result in good health and wellbeing.

SUSTAINABLE HOUSING IN SUSTAINABLE NEIGHBOURHOODS

Ensure we deliver housing objectives in a way which meets the needs of the current generation without compromising those of future generations.

Bradford district declared a climate emergency in January 2019 and will work with the West Yorkshire Combined Authority to deliver on our regional ambitions. We aim to be a zero carbon District by 2038.

The Council has produced, 'Homes and Neighbourhoods: A guide to designing in Bradford' which sets out how we will create 'green, safe, inclusive and distinct neighbourhoods that create healthy and sustainable communities for all'. Our Design Guide sets out 8 priorities which address local needs and issues, reflecting what is important to our residents and stakeholders. It is not just about visually attractive homes and neighbourhoods, which appeal to the senses, but it is critically about creating healthy, safe, inclusive, accessible, sustainable, prosperous, affordable homes and neighbourhoods connected to good transport networks, with easy access to employment and well served by public services. The guide will act as a supplementary planning document to support the Core Strategy and to provide detail on how to interpret and assess it.

EFFECTIVE PLACE MAKING

Our neighbourhoods are our first and foremost focus. Our Place Making approach is to place the community at the heart of our efforts to make great places for all. We will explore ways to regenerate our communities and secure well designed neighbourhoods that people want to live in.

The main focus of place making and place shaping is to make neighbourhoods, areas, villages, towns and cities well connected and sustainable places that everyone can enjoy. A strong strategic housing role will be developed by the Housing Partnership by working with a wide array of planners, economic strategists and transport planners to ensure new housing developments contribute to creating great places and help develop stronger, more cohesive communities which foster community spirit.

The housing partnership will play a lead role in neighbourhood management strategies and encourage greater collaboration with economic development and regeneration initiatives in order to realise the benefits of economic growth and inward investment. Providing quality housing developments will help to create places where people can thrive and where residents will be proud to live.

Key Objective 1 – More Homes

The District's population is projected to grow so the supply of homes will need to be increased and empty homes reduced to keep up with demand and to reduce pressure on issues such as homelessness and overcrowding

THE EVIDENCE

- ❖ The number of dwellings in the District total about 218,000. 65% of this is owner occupied, 15.4% social housing, and 19.6% is private rented or living rent free. About 9,600 are not occupied.
- ❖ Bradford District has a population of 537,000 representing 10% of the Yorkshire & Humber population (ONS mid year 2018). The population is predicted to grow by 2.4% over 2019-2037 reaching to 549,540. This growth rate represents a slowdown after a significantly larger growth rate of 14% since 2001.
- ❖ Over a quarter of the population is between the ages of 0-15 years, making the District one of the youngest in the country. The District has a median age of 36.2 compared to the England average of 39.9 and Yorkshire & Humber of 40.
- ❖ The District also has an increasing number of older people aged 65 and over representing 15% of the population. This group is expected to grow by 39.5% by 2037 to over 112,000 adding pressure for housing which is suitable for an ageing population. Care must be taken however as the expectations of older people are changing and traditional forms of housing for older people may not be meeting needs as older people are saying they want to stay in their own homes.
- ❖ There has been a noticeable fall in net migration and more people are leaving the District than coming in. Young adults and family groups are moving out mainly to neighbouring Districts. However more people have moved to Bradford District from our largest neighbour, Leeds.
- ❖ Bradford District became more ethnically diverse between 2001 and 2011. The largest proportion of the population identified themselves as White British (63.9%) in the 2011 census which is a large reduction from 76% in 2001.
- ❖ The Pakistani population is the largest section of the Black & Minority Ethnic population in the District and also the largest grouping in any local authority area in England. It stands at 20.4% which is an increase of 6% since 2001.
- ❖ The majority of Pakistani and South Asian households reside in inner urban wards which exhibit high levels of multiple deprivation

Empty Homes Action Plan

Reducing number of empty homes remains a high priority. Our Empty Homes Action Plan reinforces our commitment to achieve this and is predicated on:

- Preventing properties becoming empty in the first place
- Partnership approach to tackling empty homes
- Practical solutions to bring empty homes back into use

The Plan consists of specific tasks such as educating owners about the impact on neighbours and the community of keeping properties empty, providing financial assistance as part of regeneration schemes; enforcement action when necessary



- ❖ The two key indicators of insufficient supply of housing are homelessness and overcrowding. The Council public survey, carried out by arc4 in 2019, identifies that 2,552 households are either homeless or in Temporary Accommodation and a total of 15,410 are living in overcrowded conditions.
- ❖ The District need is not just for more homes but homes for a diverse population with differing need including homes for larger families and those which meet cultural needs, homes adapted for people with disabilities and homes which are inclusive and accessible for a range of needs and changing circumstances.

CHALLENGES

- ❖ Developer feedback shows that Bradford District is disadvantaged in the competition for new investment as a result of a lack of supply of suitable allocated sites. Delays in the plan preparation process were found to be causing frustration amongst those keen to invest in the District.
- ❖ There are 9,792 extant planning permissions accounting for 23% of the Core Strategy target (Housing Land Supply Update March 2018). 60% of these are on Previous Developed Land (PDL) which can prove more challenging to deliver as a result of the physical constraints. As a consequence some of these extant permissions may not be deliverable.
- ❖ Delivering housing in areas where standard volume house builders have not been active, primarily brownfield urban areas, often requiring more regeneration related interventions.
- ❖ Limited capacity in Council teams to promote and drive forward housing delivery on stalled sites.
- ❖ Barriers to development identified in a study by Cushman and Wakefield are: weak purchaser demand; land supply/release; local resistance; and high development costs due to topography constraints. Whilst developer confidence has improved recently the underlying market weakness remains due to low values and high costs.
- ❖ Building housing which is suitable for people with specific needs e.g. older people and those with disabilities especially requiring level access accommodation which can prove to be financially unviable.
- ❖ Industrial legacy which has left behind many former mills and premises, many listed, which are costly to convert.

New Homes with electrical charging points

Like many other busy places, Bradford District has areas of poor air quality which is having an effect on the health of residents. Bradford Council began to require electrical vehicle charging points on every new property via development control policy in 2013 and this has led to an increase in the uptake of electric vehicles and improvements in air quality. The government is currently consulting on introducing national policy to follow Bradford's lead nationwide. The policy was acknowledged as good practice in 2015 with a national planning award.



Sustainable Developments

The Council Design guide, “Homes & Neighbourhoods, a guide to designing in Bradford”, directs planning applicants to Air Quality & Emissions: Technical Planning Guidance and West Yorkshire Low Emissions Strategy 2016-2021 which Bradford Council has signed up to. Factors such as public transport and active travel (e.g. walking and cycling); integrating trees and planting; incorporating electrical vehicle charging points and other infrastructure supporting low emissions vehicles; and ensuring everyday amenities and services such as convenience stores and schools are located within reasonable walking distances. A low carbon development is also promoted with a multitude of ways to integrate and embed low carbon strategies, including modern Methods of Construction. The guide directs applicants to ensure that a development’s location, density and all aspects of transport are carefully planned, particularly to minimise the use of cars. Sustainable drainage will make good use of water and reduce the risk of flooding. The effects of sun and wind must be considered in such matters as passive solar gain, shading, and the microclimate of public spaces. The energy demand for heating, lighting, hot water and cooling should be minimised and low carbon energy to collect separated waste streams and minimise the impact of the waste collection system on the public realm.



Modern Methods of Construction (MMC)

MMC have been around since World War 2 but have become popular in recent years with climate change and sustainability rising up the national and international agenda. MMC is a definition framework created by government which has seven categories of modern construction services. It seeks to aid collaboration and adoption of pre-manufacturing, site based materials and process innovations. These include factory produced, pre-Engineered, building units which can result in quicker methods of as much as 30% than traditional construction. There is less waste both during construction and when occupied and reduced carbon emissions and improved health and safety. With quicker delivery, revenue streams are accelerated when properties are rented out. To add to this method of construction some Housing Associations are going further such as Accord in the Midlands that are building plastic free homes not only minimising its use during construction but using alternative materials for kitchens, bathrooms and windows.



OUR APPROACH TO DELIVERY

- ❖ We will implement the Housing Delivery Test Action Plan which sets out a number of practical measures such as strengthening the Council supporting and enabling role in housing delivery and to use interventions to unlock sites to enable housing delivery on unviable sites.
- ❖ We will work via the Local Plan to secure effective place-making and master planning at area and neighbourhood levels and explore opportunities for regeneration and establish robust partnerships to make it happen.
- ❖ We will require architects, designers and developers to use our Design Guide, “Homes & Neighbourhoods: a guide to designing in Bradford” , to create green, safe, inclusive and distinct neighbourhoods that create healthy communities for all.
- ❖ We will work strategically and collaborate with our Leeds City Region partners to ensure effective delivery of the Regions housing and economic needs.
- ❖ We will ensure more empty homes are brought back into use to add to the supply of accessible stock.
- ❖ We will work with developers to understand and overcome the barriers they face when seeking to develop in the District.
- ❖ We will ensure that the strong qualities of the housing market and the economic opportunities and potential in the District are promoted.
- ❖ We will encourage and provide support for self build and community groups interested in building new homes.
- ❖ We will explore innovative ways to make heritage buildings viable to convert them into homes.
- ❖ We will ensure new homes are sustainable and consider climate change impacts and require developers to provide electric charging points in every new home.
- ❖ We will share information on demand for housing in order to promote the right homes in the right places.

HOW WE WILL MEASURE SUCCESS

An increase in net additional homes meeting our minimum target of 1,703 new homes per year (Core Strategy Partial review proposed target)
Deliver 411 affordable home per year (Core Strategy Partial review proposed target)
Provide new housing in the places where needed in line with targets in the Core Strategy Partial Review
Reduce the number of empty homes particularly long term empty homes

New Bolton Woods “Urban Village”

The New Bolton Woods Urban Village is a new £150m development between Shipley and Bradford City, with good transport links and adjacent to Frizinghall railway station. It will provide over 1,000 homes and will be complemented by shops, schools, medical centre and sports facilities. The project has been in the planning stages since 2012 and is led by Canal Road Urban Village Ltd (CRUVL), a partnership between URBO and Bradford Council. The first phase, to provide 50 new homes, 20 of which are social housing, was completed in 2014. The next 145 homes are currently under construction and due to be completed in 2021. After that will be the development of a further 250 homes along with an access road to allow the development of up to 700 homes on the Bolton Woods Quarry site. New sports facilities on the King George V Playing Fields will be built and the project will have significant public open space. The entire development may take up to 15 years and will form a new village rather than another suburb of Bradford, creating a new community which will stimulate business growth and investment in this part of the District.



Deliver housing in the places they are needed

The Core Strategy forms an essential part of the Local Plan for the District setting out strategic planning policies to help determine planning applications. A partial review was carried out in 2019 of the Core Strategy in light of significant changes to planning policy and local strategies since the adoption of the plan. The revised draft plan sets out a planning policy to meet our revised housing growth needs in full, to be delivered by maximising brownfield regeneration opportunities and requiring a limited release of Green Belt land in sustainable locations.

Growth will occur in the places where homes are most needed and where best use of land is made. The review proposes to reduce the housing target from the previous target of 2,476 homes per year to a minimum of 1,703 with 411 affordable, using the new government methodology. Over 70% of housing growth will be focused in the Regional City Area with the target for Bradford City Centre itself increased from 3,500 to 4,000 homes. To allow the delivery of the plan in full the Council will need to find land in the Green Belt for about 5,000 homes, representing a large reduction from the previous 11,000 recorded in the adopted Core Strategy.

The Partial Review is proposing significant sub area reductions to current targets in the Core Strategy reflecting the lower overall requirement except in the City Centre where the target is increased by 500 units.

Major regeneration and neighbourhood renewal opportunities include a sustainable urban extension at Holme Wood and action to raise outcomes on the Holme Wood estate, which may benefit from the proposed South East Link Road, potentially regenerating the area and unlocking additional housing.

Towns and settlements such as Keighley also provide major opportunities for regeneration and renewal.

The Northern Powerhouse Rail project and plans for the City Region Transit Network will create opportunities to improve connectivity in a significant way and act as catalysts for new residential and commercial development within key gateways and corridors.

ShIPLEY & the Canal Road Corridor offer the opportunity to establish new successful mixed neighbourhoods alongside new employment opportunities. It also provides an opportunity to neighbouring communities, such as Manningham, to benefit from the optimism and confidence created by the new area.

In inner city areas of Manningham and Little Horton, existing successful regeneration plans can act as a basis for high quality housing to complement key employment sites. This can be aided by employer and developer engagement to create housing growth and turn round these deprived communities into sustainable places where people would choose to live and in which to thrive.

ROLE OF SOCIAL HOUSING

Bradford District has a range of Social Housing Providers or Housing Associations from the largest Incommunities with over 22,000 stock, to Black & Minority Ethnic led Manningham Housing Association with about 1000 homes, meeting the needs of an ethnically diverse population. Another home grown Association is Accent Group now operating nationally but still retains a strong local focus. Partnership working with the Council is strong with involvement and engagement of most landlords operating locally. It is



recognised by all that more social housing is key to extending the benefits of affordable and social housing to more households. The Council will continue to work with our Social Landlords to meet our affordable housing targets. We will also explore with our partners how we can develop the broader agenda of tackling the effects of poverty and to influence broader health and wellbeing outcomes. There is plenty of valuable work being carried out by Social Landlords in the District beyond just managing stock. These organisations play a meaningful role in supporting tenants by offering training and help to secure jobs, and advice to manage debts etc. Some social landlords are participating in the Housing First pilot and providing much needed accommodation for this highly challenging client group.

Bradford Youthbuild

Bradford Youth Build, a successful example of social housing providers collaborating with the Council, was developed in year 2000 by a desire to bring empty homes back into social housing. Bradford Youth Build Trust was set up from an idea by two local social housing providers, Accent and Manningham, and the Council to offer disadvantaged young people a chance to gain construction experience on site whilst empty properties were being refurbished. The Council and BYBT established a programme of purchase, repair and social letting linked to training. BYBT became a local entity with high ambitions to improve skills amongst local youth. Activities are funded by income generated from BYBT's property portfolio which stands at 22 properties. These provide accommodation for tenants at affordable rents. A construction training centre is also leased to a local college. BYBT also funds local projects which support skills training and development. This includes funding Bradford Works, a local environmental social enterprise.

Incommunities GEM Programme

GEM, Graduate Employment Mentoring, is a training programme for graduates initiated and developed by Incommunities recognising that graduates need encouragement and support and further skills training to make a successful career in the housing sector. GEM has been recognised as a ground breaking graduate training scheme by the housing sector and beyond helping to build the careers of many a young graduate. Incommunities Centre for Partnership offers a 12 month learning experience with a range of housing associations and Council's in England and Scotland. The scheme is accredited by the Chartered Institute of Housing (CIH) with students studying for a level 4 qualification. Since 2009 the programme has trained over 150 graduates and over 70% of those completing the course are currently working within the housing sector.

Key Objective 2 – Quality Homes & Neighbourhoods

Whilst Bradford District offers a range of accommodation to suit all tastes, there are issues with the quality of some of the older terraced housing especially in inner urban neighbourhoods

THE EVIDENCE

- ❖ Almost 31% of the District stock was built pre 1919 and is occupied by households on low incomes. These are typically located in inner urban areas. Almost half of the dwellings were built between 1919 and 1982 and 21.5% were built between 1983 and 2018.
- ❖ In October 2018 there were 4090 long term empty homes.
- ❖ The private rented sector has increased significantly in size during the last decade from 11% in 2008 to almost 20% in 2019.
- ❖ As a result of significant levels of investment, the social stock of about 33,000 homes, owned by around 20 Housing Associations, generally meets the Decent Homes Standard and is well maintained. Incommunities, our stock transfer company, owns two thirds of the social stock- 6% of social stock contained Category 1 Hazards (excess cold and fall hazards) when the BRE carried out a study on behalf of the Council in 2015.
- ❖ The BRE study found that in the private stock 14% of owner occupied homes had Category 1 Hazards, and the private rented sector had 26% i.e. the private rented stock contains proportionately greater levels of properties in poor states of repair than other tenures.
- ❖ Fuel poverty affects 15% of households in the owner occupied stock, 18% in social, and 28% in the private rented stock. In the private rented sector over 11% of dwellings were rated with Energy Performance Certificate (EPC) at below Band E.

The 3 E's: Education, Encouragement, Enforcement

Our approach in the Council's Private Sector Housing Team is to educate landlords and encourage them to put things right. If that fails we will use enforcement powers as last resort.

- Emphasis on responsibility of the home owner and reduce dependency on public sector assistance
- Focus on problematic empties and HMO licensing
- Responsive and proactive approach to improve conditions in the rented sector
- Help targeted on vulnerable people via equity loans and assistance

CHALLENGES

- ❖ The cost of remedying the worst conditions in the private sector .i.e. just the Category 1 hazards, is estimated at £71m with the cost of remedying the private rented stock alone estimated at £22m.
- ❖ The highest concentrations of hazards are found in some of the poorest wards in the District such as City, Manningham, Bowling & Barkerend, exacerbating and compounding poverty and health impacts.
- ❖ Whilst social stock is in relatively good condition, our Housing Association partners will need to continue to keep them in good states of repair.

- ❖ The District has many wards characterised as low income, high dependency with some wards containing as many as half its residents on incomes lower than the lower quartile of £19,000. Most inner city wards exhibit high levels of multiple deprivation.
- ❖ Many of the District’s inner urban Wards are populated primarily by Black & Minority ethnic households, particularly South Asians which results in a district which is segregated along ethnic lines.
- ❖ In terms of multiple deprivation, the District is ranked 19th most deprived local authority in England and the 2nd most deprived in the Yorkshire & Humber region (after Kingston Upon Hull). Whilst areas in the District such as Ilkley and Wharfedale are ranked amongst the least deprived in the Country, some of the inner urban wards in Bradford City and Keighley are amongst the most deprived ten per cent in England

OUR APPROACH TO DELIVERY

- ❖ The Council will continue to make Home Appreciation Loans available. These are equity based loans paid back when the house is sold or when inherited with no monthly payments to help homeowners who struggle to maintain their homes due to lack of resources.
- ❖ We will ensure more empty homes are brought back into use in line with the Empty Homes Action Plan and alleviate the blight caused by problematic empty homes.
- ❖ The Council’s Housing Standards team will apply the 3E’s approach to secure quality in the private rented sector and when dealing with empty homes: Education, Encouragement, and then Enforcement, as a last resort.
- ❖ The Council, social and private landlords and the West Yorkshire Fire Service will work together to ensure high rise blocks are safe to live in and meet the required safety standards.
- ❖ Various Council Departments, social and private landlords, Police and other agencies will work together to deal with neighbourhood problems such as anti-social behaviour and nuisance.
- ❖ The Council and partners will work together to explore opportunities to regenerate and remodel neighbourhoods and lobby government for regeneration and renewal funding.
- ❖ The Council will assess development proposals against the principles and approach set out in our Design Guide, “Homes & Neighbourhoods”, to deliver quality homes and neighbourhoods which are healthy by reducing emissions and promoting clean air.
- ❖ The Council will use the Private Sector Lettings Scheme to ensure that private landlords bring their properties to required standards when accommodating clients from the District Housing Register.

Creating Healthy Places

The Council’s Core Strategy Partial Review report includes a comprehensive new “Creating Healthy Places” strategic policy which aims to maximise health and wellbeing gains from development proposals and to ensure that negative impacts are designed out or mitigated. There is also a new policy focus on bio-diversity net gain, which requires developers to ensure habitats and wildlife are enhanced and left in a measurably better state than they were found pre-development.

The Council and partners are also keen on improving air quality as poor quality air is having an effect on the health of residents. A plan is currently being developed to improve air quality, and Bradford has become the first place in the UK to monitor air quality using high tech public phone boxes. Several BT InLink UK digital street units installed in the city centre have in-built modular sensors which collect air quality every minute. This data is available to the public and raises public awareness of air quality in the District.



- ❖ The Council and the Housing Partnership will strengthen links between housing and health partners to examine ways to improve the health of the population through housing interventions which lead to better health outcomes.
- ❖ We will improve strategic engagement of the housing sector in the work of the Economic Partnership to find ways to improve income levels and to use housing interventions to benefit the local economy.
- ❖ We will consider the effects of segregated communities and explore ways to cross ethnic divides and to support balanced communities which creates cohesive neighbourhoods.

HOW WE WILL MEASURE SUCCESS

An increase in the number of private sector homes where housing conditions have been improved
Reductions in the number of empty homes particularly long term problematic empties
More energy efficient homes and fewer households in fuel poverty
Ensure all licensable Houses in Multiple Occupation are licensed

Home heating, insulation and renewable sources of energy

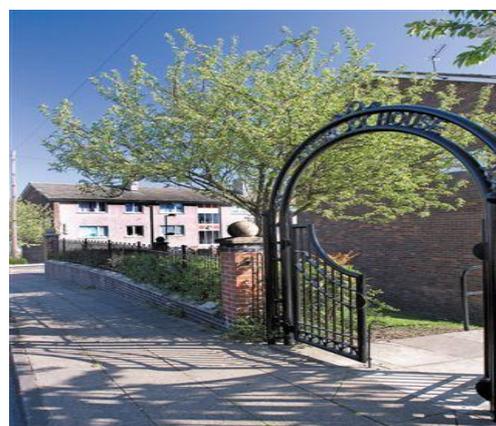
Insulation offers one of the most cost effective ways to conserve heat within the home as walls, roofs and floors lose a great deal of heat if these are not properly insulated. Energy bills can be considerably reduced if the home is properly insulated, draught-proofed and windows double glazed. Hot water cylinders should be lagged; old boilers replaced with a condensing boiler, and consideration given to switching to a “green” supplier.

Households on low incomes and welfare benefits may be able to access government funded insulation and boiler replacement schemes. The Renewable Heat Incentive (RHI) is a government financial incentive available to home owners and landlords (social and private) which pays them for using renewable heat. It is administered by the Office of Gas and Electricity Markets (Ofgem) and contributes to the UK’s responsibility to meet its target of 15% renewable heat generation by 2020. Those joining the scheme receive quarterly payments for seven years for the clean, green, renewable heat the system produces.



Improving homes & the neighbourhood: Chain Street

A successful partnership between Incommunities, Bradford Council, Homes England, Barnfield Construction, and Quality Social Housing (QSH) who worked together to deliver high quality affordable homes in the Chain Street area near Bradford City Centre. This was quality conversion of run down flats into 16 highly attractive, high quality homes for social rent with a significant improvement to the street scene including a linear park which has added well needed greenery into the neighbourhood.



Better Homes & Neighbourhoods through Net Zero Carbon

Bradford Council declared a climate emergency in January 2019. This was followed by a declaration in July 2019 by the West Yorkshire Combined Authority, of which Bradford Council is a Member. The WYCA ambition is to become a net zero carbon city region by 2038 with significant progress by 2030.

The Leeds City Region Energy Strategy and Delivery Plan were adopted and is progressing with a particular focus on buildings, transport, energy and industry.

Recent research from the Tyndall Centre recommends an immediate programme to cut emissions by 13% per year to deliver a Paris Agreement aligned carbon budget. Regional housing-related energy efficiency and fuel poverty programmes including Better Homes Yorkshire have made progress but there is major acceleration required to improve housing quality and environmental performance.

Work is underway in Bradford District to establish a City Centre Clean Air Zone which should result in significant reduction in emissions in future years.

Research by Tyndall Centre says that in the District 38% of emissions come from housing, 27% from transport, and 35% from industrial and commercial.



Key Objective 3 – Homes For All

Whilst many households in the District are suitably housed there are a range of groups which require help and assistance to lead better quality of life

THE EVIDENCE

- ❖ The number of people aged 65 and over is projected to increase from 81,000 in 2019 to 113,000 by 2037, a 39.5% increase. The 75 plus will increase by 56.7% and 85 year plus by 68.5%.
- ❖ The level of people diagnosed in the District with dementia is increasing, partly due to improved and earlier diagnosis, with an estimated 5000 people living with the condition currently.
- ❖ Estimates of people with a Learning Disability vary between 8000-9400 but represent significant challenges for care and support providers.
- ❖ A household survey on behalf of the Council carried out by arc4 identified 29,372 households in housing need which includes 15,410 overcrowded, 4,795 with mobility impairment living in unsuitable accommodation, and 2,552 under notice or with lease coming to an end.
- ❖ Fuel poverty affects 15% of households in the owner occupied stock, 18% in social, and 28% in the private rented stock.
- ❖ Pressure on the Council's Housing Options team has been rising with homelessness approaches increasing year on year since 2010 with over 9,000 approaches during 2018/19.
- ❖ The household survey identified 86,929 people with disability or long standing illness, with 26,430 residents with physical disabilities, 10,942 with visual impairment, and 18,848 with a mental health problem.



Inclusive and accessible housing

Principle 2.17 of the Council's Design Guide, "Homes & Neighbourhoods: A guide to designing in Bradford" requires all homes and neighbourhoods to be designed to be inclusive and accessible for all. Ten per cent of proposed homes should be designed to meet standards of Building Regulations M4 (3): Category 3, Wheelchair user dwellings, with the remaining 90% designed to meet the standards of Building Regulations M4 (2): Category 2, Accessible and adaptable dwellings. An exception will be made, where there are technical constraints, for level access requirement. The Council is not just interested in accessible homes but also in easily accessible streets and pavements and paths; having an effective strategy for parking and bins; level access to all open space and play facilities – ensuring less able residents are able to move with relative ease.

- ❖ Bradford District is ethnically diverse with 64% classed as White British, total Black and Minority Ethnic 36%, with the South Asian population 26.8%, and the largest grouping amongst the BAME being the Pakistani population representing 20.4% of the population (Census 2011).
- ❖ The 2011 census identified there were 424 gypsy and traveller households of whom 76.4% lived in general housing and 23.6% in caravans.
- ❖ On relative affordability of alternative tenures, the analysis found that there are no tenure options which are affordable for households on lower quartile incomes (£19,000 per annum).
- ❖ 1,400 people with complex need are placed in supported housing each year.
- ❖ Around 12,000 households live in properties which have either been adapted or purpose built for someone with an illness or disability. Analysis estimates that about 9,100 wheelchair adapted homes are needed now or in the next 5 years.

CHALLENGES

- ❖ At a recent housing strategy engagement event we identified that there were over 30 groups in need of support and assistance representing the breadth of challenges facing support services.
- ❖ An ageing society poses specific challenges when developing and delivering services with a range of needs associated with old age.
- ❖ Poverty associated with worklessness and low skills levels represent a major challenge when attempting to address access to suitable accommodation for many of our households.

OUR APPROACH TO DELIVERY

- ❖ We will ensure housing and associated services consider the specific needs of different groups when designing and delivering services using up to date information provided by studies such as the recent arc4 research and analysis.
- ❖ Policy makers and planners will have regard to size, location, and quality of homes needed for future needs of older people and other needs groups, in order to allow them to live independently and safely in their own home, and, if and when the need develops, to enable them to move into more suitable accommodation.
- ❖ A wide choice of housing options will be made available by the sector including Extra Care, adapted housing, shared housing and self contained with the necessary care and support to maintain a good quality of life.

BRICSS

Bevan Healthcare and Horton Housing Association teamed up to establish BRICSS, Bradford Respite Care and Support Services. Both organisations provide support to some of the District's most vulnerable people. Their respective expertise in helping vulnerable people was put to good use in this scheme. An example of BRICSS enabling clients to move into independent living is client N who had surgery to remove his bowel. N became homeless and started sleeping rough, he was drinking heavily and unable to manage his stoma. He contracted an infection and was admitted into hospital. N deteriorated into a coma and was nursed on intensive care for several months. Once he was well enough, N was discharged into BRICSS where he was supported with medical appointments, medication and managing his stoma. N made great progress in terms of self care and alcohol recovery and has since maintained abstinence. Whilst in BRICSS, N was diagnosed with type 2 diabetes. He engaged well with healthcare and through balanced nutrition was able to better manage his diet and weight. N found recovery emotionally challenging and received lots of support and encouragement from staff. N's confidence and resilience increased significantly, he regained his driving licence and used his past experience as a chef to cook Sunday dinners for his fellow residents. N moved to lower level supported housing within Horton. This provided him with the right balance of support and a stepping stone towards independent living.



- ❖ We will ensure provision of sufficient housing to meet the needs of people with disabilities through adaptations, and the provision of more homes with level access and homes that are able to be adapted.
- ❖ We will encourage developers to provide dementia friendly and “Lifetime Homes”.
- ❖ We will work with the Economic Partnership to help improve incomes for those on low incomes and the workless. One of the ways we will help is to assist, as a sector, in improving access to training opportunities and access to good jobs. This will result in improving the ability of those on low incomes to afford to access and to sustain housing.
- ❖ We will encourage our social housing partners to deliver more social housing so that there is a good supply of affordable and good quality housing for those in need.
- ❖ The Council and the Housing Partnership will work with the health sector to minimise the impact of poor housing on health including finding ways to reduce fuel poverty.
- ❖ The Council and Housing Partnership will work with utility companies and government to help promote schemes which makes homes more energy efficient ensuring home owners and landlords are aware of available funding for green and energy efficient housing.
- ❖ We will prioritise vulnerable sections facing homelessness or at risk through a new housing allocations policy and a revised homelessness strategy which works for them by placing prevention at the heart of service provision.
- ❖ We will ensure that Housing Related Support services maximise help to vulnerable residents by commissioning services that will improve outcomes for them.
- ❖ We will work closely with services and agencies which offer mental health and drug and alcohol services and ensure support services are better linked with each other.
- ❖ We will continue to work with government to resettle refugees fleeing war and persecution through our managed migration programmes.
- ❖ We will continue to provide pitches for gypsy and traveller communities and regularly assess demand.
- ❖ We will work in partnership to monitor the effects of Welfare Reform and find ways to deal with its effects on the Districts residents.

HOW WE WILL MEASURE SUCCESS

Successful preventions of homelessness
Reduced numbers in fuel poverty
Reduction in number of households using Bed & Breakfast and reduced length of stay in B&B
Number of homes adapted
Greater accommodation choices for older people and those with disabilities

Housing First

The District contains a cohort of people who experience a cycle of failure in accessing and maintaining housing and refusals from accommodation providers for whom the cohort is too high risk. The Housing First model is being piloted in the District taking a person centred approach placing people directly into a home and then providing flexible and intensive support for as long as necessary. Since August 2018, 16 people with complex need have benefited from the service with encouraging results. Adam is one such beneficiary who at 43 had 20+ years of being in and out of prison, a cycle of failure within supported living and long periods of homelessness and rough sleeping. His housing history and additional support needs in terms of substance misuse, offending and mental ill health led to a refusal from local providers but Housing first took on the challenge. Adam had a Criminal Behaviour Order not to enter the city centre so the team worked with him to source accommodation in the area of his choice and a safe distance from the city centre. The team liaised with the Council Private Rented Lettings Team to secure private sector accommodation and furnish the property for Adam. Adam received daily visits from the team to support him with tenancy management and maximise his income by applying for benefits. As well as providing emotional support the team also assisted Adam with attending his regular appointments with Probation, drug and alcohol services and medical appointments. Adam now takes pride in his home and feels more confident. Adam says, *“For the future... I hope to keep my home until I die”*

Delivering the Strategy

This strategy sets out the approach the Council and partners will take to deliver on our priorities. It is clear that the priorities in this strategy cannot be successfully delivered without the commitment of partners and agencies involved in providing suitable housing for its residents. We will work together collaboratively with a range of partners to deliver what we have promised and to regularly report progress.

The strategy will be owned jointly by Bradford Council and the Bradford Housing Partnership. The Housing Partnership will review the success measures in this document and monitor progress against the targets on an annual basis. Regular reports will be made to the Council's Overview & Scrutiny Committee.

The Bradford Housing Partnership will monitor, review and report progress on behalf of the District's partners. The Housing Partnership will report into a Governance structure which will include reporting into and working with the Economic Partnership and the overarching District Health & Well Being Board.

This strategy alone cannot meet fully the aspirations of our residents and we recognize that working across strategies, partnerships and programmes will be key to the successful delivery of our priorities.

We also realize that some of the delivery will rely on government policy and availability of resources from government. An important part of our approach will therefore be to lobby government not just for more resources but also to influence both current and future government policy.

Key messages and principles for delivery partners

The strategy represents a high level framework with key messages and principles which delivery partners need to take into account when drawing up their plans and programmes and when providing services. It does not attempt to provide a comprehensive action plan and will rely on plans and programmes set out elsewhere e.g. the Housing Delivery Test Action Plan, Adopted Core Strategy, Homelessness & Rough Sleeping Strategy, Empty Homes Action Plan, Affordable Homes Programme, Great Places to Grow Old Programme, and the plans and programmes of partners such as Incommunities and other Social Landlords, as well as the Leeds City Region and West Yorkshire Combined Authority.

BACK COVER

This Strategy provides a high level strategic framework for the delivery of the Districts housing challenges and the ambitions set out within the strategy will be implemented in conjunction and alongside plans contained in the following documents:

Bradford District Plan 2016-2020

Bradford Council Plan 2016-2020

Bradford Homelessness & Rough Sleeping Strategy 2020-2025

Housing Delivery Test Action Plan 2019

Connecting People and Place for a better health & well being, A Joint Health & Wellbeing Strategy for Bradford & Airedale 2018-2023

Joint Strategic Needs Assessment for Bradford 2019

Adopted Core Strategy Development Plan Document

Core Strategy Partial Review 2019

Great Places to Grow Old, Bradford District's Housing Strategy for the Over 50's 2011-2021

Pioneering, Confident & Connected, an Economic Strategy for Bradford District 2018-2030

Homes & Neighbourhood's, a guide to designing in Bradford 2019

Planning a Healthy, Happy Bradford District, 2018-2023, (part of the Core Strategy Partial Review documentation)

Happy, Healthy & At Home, A plan for the future of health and care in Bradford District & Craven, 2017

Stronger Communities Together Strategy

Improving Lives to 2040, Strategic Plan (Incommunities)

Other partner strategies, plans and programmes



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**Bradford
Homelessness and
Rough Sleeping
Strategy
2020 - 2025**

FINAL DRAFT v23Oct19

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Foreword

I am pleased to introduce the Bradford Homelessness and Rough Sleeping Strategy 2020 – 2025.

Homelessness and rough sleeping have been on the increase nationwide over recent years, and this strategy helps to set out the specific challenges we face here in Bradford. We have identified a clear vision that we will strive towards, along with the five themes which will shape our actions. Homelessness and rough sleeping blights the lives and opportunities of all those affected, and it therefore needs concerted commitment from all partners to respond not only in times of crisis but also at early intervention stage.

We have a long history of partnership working on homelessness in Bradford, and have achieved many successes over the years. However, in the current climate we are facing new and increased pressures, and it is only through working smarter that we will achieve our homelessness and rough sleeping goals. I look forward to continuing to develop and support collaborative interventions to help those most in need, and thereby deliver positive change for residents across the district.

Insert photo of portfolio holder

Councillor Alex Ross-Shaw
Portfolio Holder
Regeneration, Planning and Transport
City of Bradford Metropolitan District Council

Introduction

This strategy sets out Bradford's long-term vision for addressing homelessness and rough sleeping. The strategy seeks to develop a system wide partnership approach to reducing homelessness and rough sleeping over the next five years, working with all stakeholders in order to develop effective solutions.

Tackling homelessness and rough sleeping is a huge challenge. Over the last few years we have seen significant financial challenges for public and voluntary sector services; a reduction in services, a shortage of decent quality affordable housing; major reform of the Welfare Benefit system and the introduction of the Homelessness Reduction Act 2017. Although tackling homelessness has been a key priority for Bradford for many years, in line with national trends there has been a growth in the number of people presenting as homeless and in the number of people resorting to sleeping rough in the last two years.

Many people face experiences or triggers that could lead to homelessness, such as a relationship breakdown, financial crisis or the end of a tenancy. Most people can find themselves suitable accommodation to move to but for others it is these life events that cause homelessness, either because they lack the resources to tackle their immediate challenges - for example, enough money for a rent deposit, or because they suffer more underlying problems such as an addiction or mental health issue, which makes it harder for them to deal with their situation.

The previous homelessness strategy for the district was incorporated in the joint Housing and Homelessness Strategy for Bradford District 2014 - 2019: 'A Place to Call Home'. Since that strategy was produced in 2014, the Council has achieved the following: -

- Enhanced partnership working on homelessness between agencies, including police, probation, Department for Work and Pensions (DWP), adult services, health, substance misuse services, community, voluntary and faith groups.
- Embedded and expanded the Housing Options service, brought back in-house in 2014.
- Developed high quality new temporary accommodation at Clergy House and Jermyn Court creating additional capacity.
- Commissioned No Second Night Out and Day Shelter provision for rough sleepers.
- Secured funding for and successfully implemented a private rented sector access scheme that provides people in housing need with decent quality private rented homes.
- Implemented the Homelessness Reduction Act 2017 requirements, including the new homelessness prevention and relief duties and Personal Housing Plans. We have also implemented the 'Duty to Refer' with key partners who actively refer people known to them who are threatened with homelessness.

In addition, partners across different sectors have introduced, and continued to deliver, a wide range of services and initiatives aimed at tackling homelessness and rough sleeping, demonstrating the broad district-wide commitment to delivering effective responses and solutions.

This strategy builds on the achievements made in the last five years and responds to the changing environment in which homelessness and rough sleeping support services are now

delivered. This strategy has been developed in consultation with partners and stakeholders. The Council has listened to the views of people who run and work in homelessness and related services, and those with lived experience of homelessness. The Council has held consultation forums with a wide range of local organisations, worked with elected members, and sought input from officers across all key Council departments.

Bradford Housing Strategy 2020 – 2030

The District's Housing Strategy has been reviewed and developed alongside this Homelessness and Rough Sleeping Strategy, in recognition of the inter-connection between the two. Engagement events held for the Housing Strategy included issues relating to homelessness and rough sleeping, and their findings have informed this strategy. Ultimately, the delivery of the key aims of the Housing Strategy will have a direct impact on the achievement of the Homelessness and Rough Sleeping Strategy vision. Objectives within the Housing Strategy to deliver more affordable homes, and to improve the quality of existing housing stock will play a significant part in preventing homelessness in the first place and providing timely sustainable solutions should people find themselves homeless.

This strategy should also be read in conjunction with:

[Bradford Council Plan 2016 - 2020](#)

[Bradford District Plan 2016 - 2020](#)

[Connecting people and place for better health and wellbeing - A Joint Health and Wellbeing Strategy for Bradford and Airedale, 2018-2023](#)

[Joint Strategic Needs Assessment for Bradford](#)

[Mental Wellbeing in Bradford District and Craven: a Strategy 2016 - 2021](#)

[Local Development Plan 2015 – 2030 and Core Strategy](#)

[Bradford Anti-Poverty Strategy](#)

[Bradford Domestic and Sexual Violence Strategy 2015-2020](#)

The Homelessness Review 2019

A comprehensive Homelessness Review was undertaken to provide the evidence base for this strategy. The purpose of the review was to identify the reasons for homelessness and future levels of homelessness and housing need in the district; to identify services which contribute towards preventing homelessness and providing accommodation and support; to identify resources available; and identify gaps in provision and emerging pressures and trends. Key findings from the Homelessness Review are summarised below.

The levels of deprivation across Bradford vary significantly. There is a close correlation between poverty and homelessness and in the more deprived areas of Bradford, poverty and health issues are having an impact on the number of people who are homeless or in housing need. The total number of homes in Bradford is around 218,000. Of these, around 42,714 or 19.5% are private rented homes and 33,561 or 15.4% are social rented homes. 9,623 homes are not occupied. Most of the district's housing was built before 1950 and is not always in keeping with modern standards.

Whilst housing rental costs in many parts of the district are lower than other parts of the country, housing still poses affordability issues for those on low incomes in Bradford, as well as larger families. A family wanting to rent a four-bedroom home in the private rented sector would need an income of £44,000 p.a. to be able to afford the rent, on the basis that no

more than 25% of earnings should be spent on housing costs. Low and unstable incomes, often compounded by debt, makes more people vulnerable to losing their home in the district, and means there are fewer options available to rehouse people into if they become homeless. Analysis done for the Bradford Strategic Housing Market Assessment 2019 indicated that there are no tenure options in the district which are affordable for households on lower quartile incomes.

The Homelessness Reduction Act 2017 (HRA) brought in the most significant changes to homelessness legislation in decades. The main aim of the Act is to help more people sooner and to prevent repeat homelessness. It effectively combines two new duties with the original statutory housing duty. These are the Homelessness Prevention Duty and the Homelessness Relief Duty. The HRA has had a big impact on the way that the Housing Options service (the Council's frontline homelessness service) is delivered, and it will take some time before new approaches are fully embedded and optimum outcomes achieved for all customers.

Homelessness has a very broad definition. Most simply, it means not having a home and sleeping rough. However, people can also be homeless even if they have a roof over their heads. We consider people to be homeless if they are staying temporarily with friends or family, sofa-surfing, staying in a hostel, squatting, at risk of violence in their home, living in such poor or unsuitable conditions that it is unreasonable to continue to occupy, or have no legal right to occupy where they are living.

Key homelessness and rough sleeping figures for the district include: -

- Between 2010 and 2018 approaches to the council for advice and assistance with homelessness or threatened homelessness increased year on year with 2018/19 being the highest number recorded with 9,434 approaches.
- In 2018/19, 2,503 households were deemed to be at either homeless prevention or relief stage.
- The number of households accepted under the main duty as homeless has significantly decreased during 2018/19 as a result of the introduction of the HRA.
- Since the HRA was introduced, statistics have revealed that Bradford has a higher numbers of households where a homeless relief duty is owed than where a homeless prevention duty is owed, meaning that more people are seen at crisis point rather than when homelessness can potentially be prevented.
- Although rough sleeping in the Bradford district has halved as a proportion of the Yorkshire and Humberside total since 2010, it has more than doubled in the District over the past two years.
- The number of recorded rough sleepers in Bradford on a single night in 2016 was 10 people and in 2018 there were 24 people.

The Council makes use of both commissioned temporary accommodation and bed & breakfast (B&B) accommodation for homeless households. In 2018/19 950 households were placed into temporary accommodation. The Council has a target to reduce the average length of stay in B&B accommodation from 9.5 to 7 days in any one year, but was unable to meet this target in 2018/19, with the average length of stay being just under 8.56 days. Bradford only uses B&B for families with children as a very last resort, however in 2018/19, 89 households with children were placed in B&B.

Homelessness in Bradford

9,434

approaches to
Housing Options

(during 2018/19, all customers in need of housing or homelessness help)

Of which

987 households at
homeless prevention stage

1516 households at
homeless relief stage

171 households were
statutory homeless

24 rough

sleepers

(recorded on annual snapshot count
Nov 2018)

950

households placed into
homeless temporary
accommodation

(during 2018/19)

£6 million

Bradford Council's total annual budget
2018/19 for homelessness services and
housing related support

1885

people provided with
housing related
support (during 2018/19)

As at August 2019, the district's Social Housing Register consisted of 16,988 applicants with 79 in the top band (statutory need) of the four bands on the register, and 2,970 in the next highest band (urgent need).

On average 750 customers are referred from Housing Options into the Private Sector Lettings Scheme (PSLS) each year. In 2018/19, 260 Housing Options customers were rehoused in private rented accommodation via this scheme.

The main causes of homelessness in Bradford are relationship breakdown and notices to quit from private rented tenancies. Many people who are homeless or in housing need have a range of vulnerabilities including mental health and substance misuse and a difficulty in engaging with support in tenancies. Opportunities to engage at crisis/first response level are often missed. There is an increasing trend in the number of people who have had numerous failed experiences of housing provision and do not have the capacity or skills to manage tenancies.

Young people continue to be disproportionately represented in homeless figures. Around 55% of people seen at the homeless prevention stage in 2018/2019 were young people aged 18 - 34 with 32% of people aged between 25-34 and 22% in the 18-24 age group. B&B use is most prevalent for people in the age range 25-34. Women are more likely to be in priority need up to the age 35 after which there is relative parity.

Female representation accounts for 56% of referrals to the Youth Homelessness team. Violence in the home is the main reason for women presenting as homeless to the council, while family breakdown is the main reason for men. Of main applicants on the housing register 63% are female. Single females with children are the most populous cohort of those accepted as in priority need.

The demographic characteristics of rough sleepers reported in the annual count in 2018 were that 92% were male, 75% were UK nationals and 21% of the remainder were citizens of other EU countries. There were no reported rough sleepers under the age of 25 in Bradford in the 2018 count.

A recent needs analysis commissioned by the Council for short term supported housing (not including Temporary Accommodation or specialist accommodation for domestic violence) found that last year approximately 1,500 people required this type of provision. The demand came mainly from those with complex needs, but also included a substantial number of people with a medium level of need who required an accommodation-based support service. Since April 2016 the Housing Options Service has been responsible for undertaking assessments of those who require Housing Related Support (HRS), commissioned as supported housing or floating support services.

The key homelessness and rough sleeping issues identified by the Homelessness Review are illustrated overleaf. To address these issues the Council and its partners have set themselves a clear vision and five key themes for this Homelessness and Rough Sleeping Strategy.

Key Homelessness and Rough Sleeping Issues in Bradford

Housing Market

The Strategic Housing Market Assessment (SHMA) estimated a total of 2,552 households in Bradford who are either homeless or living in temporary accommodation.

Low income households, particularly those with large families, struggle to access affordable homes. Demand for social housing, particularly family-sized homes, outstrips available supply in many parts of the district. There are some pockets of lower demand social housing types, particularly flats.

Access to decent, affordable homes

The main reason for homeless applicants being bypassed for social housing is due to former tenancy rent arrears.

The private rented sector in Bradford is sizeable, but a significant amount of the private rented housing stock is in poor condition.

There are barriers to accessing the private rented sector including many landlords unwilling to accept tenants on benefits, and the need to pay a bond.

Rough Sleeping and destitution

Rough sleeping has been increasing in recent years. Most rough sleepers will only be on the street for a short period, usually after an incident in their lives. However, for a smaller group, rough sleeping will become sustained and enduring.

For those people with no recourse to public funds, the demand for destitution support services is increasing.

Support needs and services

Bradford continues to face the challenge of ongoing youth homelessness. For some young people, homelessness is linked to substance misuse and potential child sexual exploitation.

Women are more likely to present as homeless at an earlier age than men.

Many people who use supported housing services are experiencing on-going mental health and substance misuse problems, often attributed to early life trauma.

Ex-offenders can find access to services and support challenging, particularly if they are not registered with a GP or moving between temporary addresses.

There has been a reduction in the number of supported housing and related services available across the district over recent years, largely due to public and voluntary sector budget reductions and uncertainty within the sector.

Complex needs

Support for people with dual diagnosis of mental health and drug or alcohol addiction is historically complex to access. A challenge is to become better equipped to recognise and meet the needs of this group.

A small number of people disengage from services and support, putting their health and wellbeing at greater risk.

Access to timely and appropriate services is critical. A challenge for the district is to maintain high levels of awareness of the support and services available.

Leaving institutions

There remains a significant overlap between the district's homeless population and people who have been in a range of institutions (including local authority care, prison, hospital).

Our Vision

*Across our partnerships we will strive towards ending homelessness and rough sleeping once and for all.
Homelessness is everyone's business.*

Our Themes

To achieve our vision of working across partnerships to strive towards ending homelessness and rough sleeping, we have identified five key themes for the strategy.

1. Early intervention and prevention of homelessness
2. Deliver support in the right way at the right time to people who are homeless
3. Tackle rough sleeping
4. Improve access to housing for people who are homeless
5. Work better together

Across each theme we will incorporate the following principles:

- **Co-production** - When services are genuinely co-produced, they work better, because they make the most of the shared expertise of the people who work there and the people who have experience of using them.
- **Person centred** – Person centred approaches give people better choice and control, putting the individual at the heart of their own support. We recognise that services that use a Psychologically Informed Environments (PIE) approach are more likely to help support people out of homelessness, especially those who have experienced complex trauma. PIE services are those which have been designed to take the psychological and emotional needs of people into account.
- **Recovery focused** – supporting the realisation of the individual's goals, and the development of relationships and skills that support a positive lifestyle.
- **Equality and diversity** – each theme will encourage understanding and promote good practice around equality and diversity in homelessness services and across partnerships. We will seek to understand how discrimination operates and its effects as well as recognising how working positively with diversity can play an important role in improving effectiveness within the homelessness sector.
- **Safeguarding vulnerable people** - homelessness services often work with adults and/or children and young people who are vulnerable to abuse. It is the responsibility of all stakeholders to recognise the signs of potential abuse and to act if they suspect that someone is being abused.

Theme 1 – Early intervention and prevention

This objective is to prevent homelessness from happening in the first place, through early intervention. We know that preventing homelessness is more cost effective than dealing with its consequences and it delivers far better outcomes for those concerned.

We aim to take a co-production approach with all our partners and citizens and empower people to contribute to finding solutions when they are threatened with homelessness.

We recognise that reducing the impact of poverty and welfare reform will prevent homelessness from occurring for many people. We will support anti-poverty measures such as credit unions, debt advice and money management initiatives. We will work closely with the Department for Work & Pensions (DWP) and with Housing Benefit colleagues and continue to use Discretionary Housing Payments to effectively prevent homelessness from occurring and to reduce the impact of Universal Credit on homelessness.

We recognise the impact of trauma, adverse childhood experiences, mental health and loneliness on many people who are at risk of homelessness. We will encourage a more psychologically informed approach to our Housing Options and other homelessness services including for example developing person-centred Personal Housing Plans for people at risk of homelessness.

We will support education and other initiatives that work with children and young people to raise awareness of homelessness and the factors leading to it, and also the housing options and solutions available. We will support young people develop the skills required to maintain a tenancy.

We recognise the importance of providing flexible and responsive services so that people can be helped at an early stage to avoid falling into homelessness. We will look to work better at a locality level to make prevention services and advice more accessible, through community centres, support hubs and partner services such as mental health provision.

We will work together to try and prevent people becoming homeless through eviction and tenancy failure in social and private rented housing. We will make effective use of intensive housing management and floating support to prevent tenancies from failing and resulting in homelessness. We will also encourage mediation as a potential solution to help keep people in their homes.

Many people are at risk of homelessness at points of transition and there is a need to offer earlier and timely intervention at these points. We will work to minimise the risk of

Case Study

Aisha has two young children and was living in a social housing tenancy when her husband died in 2018. He had worked full time and paid the rent. Aisha was not working and did not make a successful claim for benefits and as a result her rent account fell into arrears. By October 2018 she was issued with an accelerated notice to seek possession.

Housing Options and the DWP worked closely to prevent the loss of tenancy by putting Universal Credit in place including the housing element within a few days. They have supported her to liaise with the social landlord, have rent payments made direct to the landlord, access support for budgeting, access work preparation support, arranged English classes and set up regular payments for the arrears. The social landlord has agreed that if she keeps to the payment plan agreed she can stay in her home.

homelessness at these points of transition, including children moving on from local authority care, prison leavers, people leaving hospital and refugees leaving National Asylum Seeker Service (NASS) accommodation.

Actions: Early intervention and prevention

1	Prevent the homelessness of people 'in transition' from one service to another through review and improvement of pathways	Housing Options, Children's Services, Prisons, Probation
2	Use Discretionary Housing Payment (DHP) funds effectively to prevent homelessness and monitor the amount of DHP spent on the prevention of homelessness to inform future use of the fund and future initiatives to prevent homelessness.	Housing Options, Revenue & Benefits
3	Develop our approach to co-production with people with lived experience and partners and use this to develop prevention services that deliver positive outcomes	Commissioners, Housing Support providers, Housing Options
4	Provide a customer focused Housing Options service that is more psychologically informed.	Housing Options
5	Deliver homeless prevention work to children and young people and work with partners to identify ways to address and prevent the underlying causes of homelessness in the next generation. Improve pathways for young people to enable earlier intervention.	Children's Services, Schools, Housing Support providers, Housing Options
6	Work in partnership with Registered Providers to review and improve their early intervention and prevention offer, including evictions for rent arrears and anti-social behaviour and agree targets for reduction.	Registered Providers, Housing Options
7	Work proactively with landlords and other partners to try and prevent evictions and tenancy breakdowns in the private rented sector, using mediation, support and signposting to legal advice	Housing Options, support providers
8	Provide support and assistance with welfare benefits, debt and money advice to prevent homelessness	Advice Services, DWP, Housing Options, Registered Providers
9	Promote the use of the Bradford District Credit Union across all homelessness related services	Credit Union, Registered Providers, Housing Options, Housing Support providers
10	Make better use of community centres and local access points to deliver early intervention and homeless prevention help and advice	Housing Options
11	Ensure the availability of floating support for people who are at risk of losing their tenancy.	Housing Support providers, Commissioners
12	Continue to promote and monitor the 'duty to refer' and 'commitment to refer' amongst all relevant partners; encourage greater awareness of referrals at prevention stage; provide a timely response to all referrals	Housing Options, NHS, DWP, Probation, Police, Registered Providers

13	Encourage Housing Options customers to self-help where possible, including self-registering for social housing, sourcing housing and support options, undertaking commitments in Personal Housing Plans	Housing Options, advice and support providers, Registered Providers
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How we will measure success

- Increased number of successful homeless preventions.
- Increased number of households prevented from becoming homeless from institutions.
- Reduced number of evictions from social housing and private rented tenancies.
- The delivery of psychologically informed (PIE) services and Personalised Housing Plans.

Theme 2 - Deliver support

This theme focuses on services for people who need additional support to access or maintain a tenancy, develop their independent living skills and to move on into settled homes and communities.

Often housing support needs sit alongside other issues such as substance misuse, involvement with the criminal justice system and a history of anti-social behaviour meaning the housing and support pathway can be challenging. This can make the search for a permanent home more difficult leading to a longer stay in the temporary provision, supported housing or other support services.

We recognise the importance of both commissioned and non-commissioned housing and support services and the need to work better together to support a cultural change that recognises the impact of adverse childhood experiences and trauma on the lives of many people who experience homelessness. As with initiatives that prevent homelessness, we will ensure that services for homeless people work in a recovery focused and trauma informed way.

We will review the Housing Related Support Gateway and pathways through services, improving access points to supported accommodation, reducing transition points for service users and enhancing joint assessment of needs where possible.

We will support the development of specialist services for homeless people with complex needs.

We will improve access to floating and resettlement support for people who have experienced homelessness and who are settling into new accommodation. We aim to improve the tenancy readiness of people moving on from supported housing or ending floating support.

Young people are disproportionately represented amongst people who present as homeless. This may be due to lack of adequate income, access to affordable housing, family break-up and experience of a traumatic event or of domestic violence and is particularly evident in those who were previously a Looked After Child in the care system. Closer working and a more seamless service for young people is required to prevent homelessness and ensure sustainable move-on options. We also know from research that nationally, 24% of homeless youth population identify as LGBTQ+, and there is therefore a need to recognise and respond to these specific needs through either mainstream prevention or support services, or through signposting to specialist services.

Case Study

Diane had a career as a Senior Carer in a care home but started to suffer from epilepsy and back problems. She took time off to have surgery, but when she returned to work, her back problems returned, so she had to reluctantly leave her job. Diane claimed welfare benefits, but health related benefits were suspended, as she was told that her health issues no longer qualified.

Diane became homeless and lived with her son, but it did not work out. Diane sought help from Bradford Council and was referred to supported housing. "They helped build my confidence back up and I got peace and quiet when my head was going overtime. I also felt safe there."

After two and a half months in supported housing, Diane was referred back to Housing Options and was helped to find a flat. She is now working on making it a home and is looking forward to walking her dog and spending more time with her grandchildren.

Women experiencing homelessness are typically less visible on the streets than men, more likely to be hidden homeless, and more likely to have experienced trauma and abuse both before and during homelessness. To address these different experiences we will identify funding for specific services to meet the needs of homeless women and work with partners to ensure services are tailored to better meet the needs of women experiencing homelessness and rough sleeping.

We know that domestic abuse is a significant cause of homelessness affecting both women and men, and timely wraparound support is critical for those who are able to stay in their own homes, and for those who need to flee to a place of safety.

Actions: Deliver support

1	Improve access to commissioned supported housing. Consider a single assessment process.	Housing Options, housing support providers
2	Ensure fair exit from supported housing including eviction protocols that prevent rough sleeping.	Commissioned and non-commissioned housing support providers, commissioners
3	Encourage and support development of good quality non-commissioned supported housing, and work to improve access to non-commissioned supported housing in partnership with providers, within frameworks that provide quality assurance.	Commissioned and non-commissioned housing support providers, Registered Providers, Housing Options, commissioners
4	Commission short term supported housing to meet complex and multiple needs.	Commissioners, housing support providers
5	Remodel and commission floating support services for those with support needs to prevent homelessness, to help people move on from homelessness, and provide opportunities for peer support and group work.	Commissioners, housing support providers
6	Improve the response to youth homelessness through development of a Youth Homelessness Delivery Plan with partners. Ensure the provision of short term supported housing for young people across a range of support needs.	Bradford Council – Housing Options, Children’s Services, commissioners, housing support providers, Registered Providers
7	Increase provision of tenancies which provide Intensive Housing Management (IHM) support, including some specifically for young people.	Housing Support providers, Commissioners
8	Deliver support services to homeless people that are psychologically informed.	Housing Options, Housing Support providers
9	Improve the offer to homeless people with mental health and dual diagnosis issues. Explore opportunities to jointly commission/directly employ specialist support e.g. through specialist dual diagnosis practitioners in supported housing to provide clinical expertise.	Public Health, CCGs, housing providers, commissioners
10	Improve the offer to homeless people with a social care	Adult Social Care,

	need. Review obligations under the Care Act for people who are homeless and have social care needs.	housing support providers, Housing Options
11	Explore opportunities for funding and facilitating specific services to meet the needs of homeless women.	Commissioners, housing support providers
12	Encourage partners and providers to consider and respond to LGBTQ+ homelessness in flexible support provision, early intervention, training and service protocols	Housing Options, housing support providers, commissioners
13	Work closely with partners to prevent homelessness due to domestic abuse and to ensure rapid rehousing for people who are made homeless due to domestic abuse.	Housing Options, housing support providers
14	Implement a remodelled integrated domestic abuse and sexual violence service which adopts a whole system approach and achieves transformation of refuge and supported housing for people experiencing domestic abuse.	Commissioners, domestic abuse support and accommodation providers, Adult Services, Children's Services, Police, health providers.

How we will measure success

- The Housing Related Support Gateway operating efficiently, and fair access to short-term supported housing.
- Increased supply of good quality non-commissioned supported housing.
- Reduced use of temporary accommodation and B&B accommodation and swifter move-ons.
- Reduced evictions from supported housing.
- Increased tenancy sustainment rates in move on accommodation.
- Reduction in youth homelessness.
- A protocol on homeless people with care needs.

Theme 3 – Tackle rough sleeping

The Government has announced a national target to reduce rough sleeping by half by 2022 and to eradicate it all together by 2027. Our objective is to prevent rough sleeping from happening in the first place and when it does happen, ensure it is for very short periods. We can only achieve this through early intervention and by working with a wide range of partners including the voluntary and faith sector, the police, support and housing providers, and across our council departments.

We recognise the complex needs of rough sleepers. We know that people who sleep rough often have unmet mental health, physical health and substance misuse needs. Some will have been discharged from services after missed appointments or non-engagement, and for others emergency accommodation may be difficult to access or maintain.

We recognise that people who sleep rough often present to services when they are in crisis and their unmet needs are at their highest, and a rapid and flexible response is therefore needed at those times.

We will continue to work with services to prevent people sleeping out. We recognise the need to move people on from emergency night shelter provision as quickly as possible and that rapid rehousing will help to reduce rough sleeping. We aim to reduce the length of time in our No Second Night Out provision.

Our action plan will include steps to address the need for practical support for people who are rough sleeping and destitute e.g. clothing, food, toiletries, sign posting, outreach, daytime services and emergency cold weather provision. We will work with partners and the general public to raise awareness of rough sleeping and where they can direct people for help.

The death of any person rough sleeping is a devastating reminder that rough sleeping is very dangerous. We will ensure that lessons are learned from rough sleeper deaths.

Case Study

John is in his late 50s and has had periods of homelessness and rough sleeping over many years. He has lost tenancies in the past due to his behaviour and the behaviour of his visitors. He experienced several family bereavements in a short space of time. Due to his mental health issues and alcohol dependency he often alienated himself from services, making him feel worthless and untreatable. John was a frequent attender at A & E.

Life has changed significantly for John since accessing the Housing First service in Bradford. John is successfully managing his own tenancy with a private landlord in an area he likes. He has had support to help him communicate with his landlord and neighbours. He has recently reconnected with a supportive family member.

John is beginning to address his alcohol dependency. He now has a bank account and pays his bills. He has completed a probation order and is able to access mainstream healthcare through his GP. He has recently participated in a photography session revisiting the areas where he slept rough. He said he felt very uplifted by the ability of the photographs to tell his story.

John feels that his experience of homelessness could have been prevented if support services had focused on all his needs and listened to him rather than judging him. That is why Housing First has made the difference for John.

Actions: Tackle rough sleeping

1	Continue to deliver proactive and coordinated Street Outreach services and crisis support for rough sleepers; seek ongoing funding for bespoke rough sleeper services.	Street Outreach Teams, No Second Night Out, housing support providers
2	Monitor and review the outcomes of Bradford's Housing First pilot and its impact on rough sleeping. Secure funding to deliver an ongoing Housing First model of accommodation and support to people with complex and multiple needs. Seek to secure enhanced commitments from Registered Providers to support Housing First.	Commissioners, Housing First provider, Registered Providers
3	Continue to enhance partnership working with health to better address the needs of rough sleepers including street health services and primary care health services for homeless people and rough sleepers.	Bevan Healthcare, Public Health, CCGs, Commissioners, support providers
4	Secure funding for recommissioning a person-centred No Second Night Out service that provides emergency shelter and rapidly rehouses rough sleepers into appropriate accommodation.	Commissioners, No Second Night Out, housing and support providers
5	Secure funding for recommissioning day shelter services to provide a safe place for rough sleepers to seek support and be signposted to relevant services.	Commissioners, housing and support providers
6	Improve coordination of information and resources targeted at rough sleeping to enable agencies to work better together for rough sleepers; consider provision of services at multiple locations to make access easier	No Second Night Out, Day Shelter, Housing Options
7	Support destitute individuals – and help resolve destitution issues by working closely with community centres and the faith and voluntary sector to provide access to emergency food, clothing, bathing facilities, and appropriate housing.	Community centres, faith and voluntary sector organisations, No Second Night Out, Day Shelter
8	Ensure provision of additional emergency bedspaces during periods of cold weather, and ensure support is available for all rough sleepers accessing Cold Weather Provision	Housing Options, housing and support providers, faith and voluntary sector
9	Develop a process for reviewing deaths of rough sleepers and lessons learnt so that the learning contributes to future service delivery, partnership and joint working	Bradford Safeguarding Adults Board, housing and support providers

How we will measure success

- Reduction in rough sleepers across the district.
- Reduced length of stay in No Second Night Out provision.
- Increased Housing First supply.
- Support for destitute individuals.
- A multi-agency protocol in place for reviewing rough sleeper deaths.

Theme 4 – Improve access to housing

A fundamental element of this objective is ensuring that a range of housing solutions are available and accessible to those in need. This includes greater provision of decent quality social housing and private sector housing and removing real or perceived barriers to access. This objective is reflected in the Bradford Housing Strategy 2020-2030, which aims to make more affordable housing available across the district, working with Registered Providers to deliver affordable housing schemes, reducing the number of empty homes, and developing allocations and lettings policies to maximise priority for homeless households.

We will work with Registered Providers to ensure that their lettings policies facilitate rapid rehousing and break down barriers to accessing social housing for homeless people. We will aim to speed up and increase move-on options for those in emergency accommodation and supported housing. We will encourage support providers to work closely with landlords to maintain tenancies.

We will continue to work with private sector landlords to improve standards of accommodation and management in recognition that for many homeless households, a placement in the private rented sector can be a successful outcome particularly in areas with little or no available social housing. We will continue to develop the Private Sector Lettings Scheme and support the use of rent guarantees and damage waivers to incentivise placements of homeless households.

We will work to support people with physical disabilities that put them at risk of homelessness due to physical access issues in their accommodation. We will aim to support the development and adaptation of more homes that can meet the needs of those with physical disabilities.

We recognise that young people can face many barriers to accessing secure, affordable and decent housing and aim to improve the housing options available for young people as well as supporting them to sustain their tenancies. As part of this we recognise the importance of young people becoming 'tenancy ready' to prevent homelessness from occurring once they are housed.

Case Study

When Paul left the Armed Forces, he lived with his partner in a social housing tenancy. When the relationship broke down he left the property without informing the landlord. As a result, Paul accrued rent arrears. He initially lived with his mother and stepfather, but the relationship was difficult and eventually he was obliged to leave.

By November 2018, Paul was living in supported housing and claiming Universal Credit but was keen to find employment and to move on. However, his options for affordable housing were restricted as his age (28) meant that he was limited to the shared housing rate of LHA to cover his housing costs - £60.01 per week.

The Private Sector Letting Scheme team discussed the private rented options available with Paul and helped him to identify suitable housing. Paul moved into shared accommodation and has been successfully maintaining his tenancy following a period of floating support to help him to settle. He has been successful in gaining employment and has set up a payment plan to pay off his arrears with the social landlord.

Actions: Improve access to housing

1	Continue to work with Registered Provider partners to identify and remove barriers to homeless people accessing social housing	Registered Providers, Housing Options
2	Review Housing Options advice and practice on registering applicants on the Social Housing Register, to maximise efficient and effective matching of households to social housing lets.	Housing Options
3	Ensure the District's Social Housing Allocations Policy is revised and updated to improve priority for people who are owed a homeless prevention, relief or full housing duty	Bradford Council, Housing Options, Registered Providers
4	Improve digital access to applying for social housing via the Social Housing Register, including the ability to self-register	Housing Options
5	Work with partners and private rented sector landlords to remove the barriers to homeless people accessing private rented housing	Private Sector Lettings Scheme, landlords, housing and support providers
6	Continue to develop linkages between work to tackle empty homes and initiatives to rehouse and support homeless people	Housing and support providers, specialist self-help agencies, Empty Homes team
7	Develop initiatives that help people to access essential white goods, carpets and furniture at the start of a social tenancy to maximise chances of sustainment.	Register Provider partners, private landlords
8	Look into pathways and housing options for people with physical disabilities and enhance information sharing on needs and available accommodation	Housing Options, Registered Provider partners, housing and support providers
9	Provide timely support for tenants who have moved on from short term accommodation to maximise the chances of sustainment.	Housing and support providers, Registered Providers
10	Improve access to housing for young people through improved tenancy readiness and reduction in barriers	Children's Services, Housing Options, housing and support providers, Registered Providers
11	Encourage Registered Providers and private landlords to increase the number and type of properties they are willing to let to homeless households with pets	Housing and support providers, Registered Providers, private landlords

How we will measure success

- Increased numbers of homeless people accommodated in social housing.
- Increased numbers of homeless people accommodated in the private rented sector.
- Improved access to housing for disabled homeless people.
- Additional tenancy sustainment support is delivered.

Theme 5 – Work better together

The causes of and solutions to homelessness and rough sleeping are complex and no single agency can solve the problem alone. The Council is one of many organisations such as housing and support providers, the police, probation, health agencies, drug and alcohol services, education, the voluntary and community sector and local businesses who will all be working together to achieve the aims of the strategy.

It is vital that everyone understands how they can contribute to the prevention of homelessness and support those who are homeless. We will develop a Homelessness Charter setting out the guiding principles concerning the rights of those who are homeless and how people can help.

We are committed to building on our existing strengths in partnership working, which becomes ever-more important as public resources are stretched. We recognise that particularly for complex clients with multiple needs, a multi-agency approach which considers all needs, not just housing, is the only way that homelessness solutions can be made sustainable.

We will develop and improve joint assessments, co-location of staff and services and referral processes. We will also share appropriate information effectively and within the legal requirements of GDPR, to deliver better outcomes for homeless people.

We recognise the importance of good partnership working with our commissioned and non-commissioned services, and with the people who use our services. We will endeavour to take a joint commissioning approach and pool resources where it makes sense with commissioning partners and we will seek out evidence of the impact of our homeless services and initiatives.

We recognise the need for clear and sensible pathways to improve the customer journey and how co-production of these pathways with those with lived experience will help us to reduce homelessness and its impacts.

We acknowledge the impact of homelessness and insecure housing on people's health and wellbeing and that housing and homelessness are a broader determinant of health. We will therefore continue to work closely with health partners on identifying solutions which help prevent or relieve homelessness.

Case Study

Darren moved into the specialist BRICSS supported housing service after having major surgery and complications from a stroke. He was referred to this service by the hospital-based Pathway Team. At BRICSS, clinical, social and housing practitioners provide integrated healthcare and social support including access to a GP, mental health and substance misuse nurse and physical health nurse.

Darren's privately rented home was unsuitable for him to return to because of his health. He said: "I was living in my own place, but the landlord neglected the property. I was becoming ill with the damp. The place was falling apart". Darren is looking forward to the next stage of his recovery. He said: "Support here has been brilliant – I couldn't have asked for any better. No one said 'no, you can't do this' – I've never had that, ever."

We are committed to delivering better analysis through sharing the data held across different partners to improve joint working and improve our understanding of homelessness. We will improve our collection of data on the experience of people who are homeless and agree with partners what analysis is required to give us a better understanding of the causes of homelessness. We will agree and monitor shared goals, outcomes and targets with our partners.

Actions: Work better together

1	Develop and launch a Bradford District Homelessness Charter that sets out our expectations for supporting homeless people and what everyone can do to help. Encourage businesses, partner organisations and the general public to sign up to the Charter.	Bradford Housing Partnership, all partner organisations, general public
2	Work better together to improve access to housing support. Create one central online, accessible system for all providers to log available bed spaces and support services including real time updates.	Housing Support Gateway, Commissioners, Housing Support Providers,
3	Listen to and acknowledge the voice of experts by experience and use this to facilitate the co-production of services to tackle homelessness.	People with lived experience of homelessness, housing and support providers, Housing Options
4	Review pathways and support for homeless people with multiple or complex needs including mental health and dual diagnosis; identify where gaps occur and work with partners to improve customer journeys for vulnerable people.	Housing Options, housing and support providers, mental health providers, drug & alcohol treatment providers, CCGs, commissioners
5	Ensure effective governance and oversight of this strategy to develop further detailed action commitments and monitor and review progress against objectives.	Bradford Housing Partnership – People Group
6	Improve our understanding of causes and demographics of homelessness by sharing datasets across partner agencies and undertaking bespoke analysis. Use this information to inform future reviews of strategy actions and develop services.	Bradford Housing Partnership – People Group
7	Reduce the need for multiple assessments and delays in allocating housing and support by developing better pathway co-ordination including for young people.	Housing Options, Children’s Services, housing and support providers, commissioners
8	Develop the Complex Needs Housing Panel to ensure partner agencies work proactively to flex services to meet accommodation and support needs of the most complex and vulnerable homeless people	Housing Options, housing and support providers, probation, health, outreach services, Registered Providers
9	Ensure contract specifications require a best practice approach to safeguarding of vulnerable adults and safeguarding protocols to be in place for all housing and homelessness support services.	Housing Options, temporary housing, Registered Providers and housing support providers.

How we will measure success

- Bradford Homelessness Charter developed, agreed and launched.
- Improved pathways for homeless people.
- Co-production is part of service design and decision making.
- A shared dataset is in place and used across partners.

Implementing the Strategy

In this strategy we have set out the key themes that need to be addressed in order to achieve our overarching vision. Under each theme we have identified some key areas of action to be explored and developed over the lifetime of the strategy. We have a shared commitment across a range of key partners and stakeholders to help deliver this strategy, as the achievement of our vision depends on many partners contributing their resources and developing solutions.

As this strategy is by design a high-level framework to inform and guide future interventions, its success will depend in part on the implementation of other linked strategies, policies and programmes, for example the district's Housing Strategy, Social Housing Allocations Policy, Health and Wellbeing Strategy, Mental Wellbeing Strategy and Affordable Housing Programme.

This strategy will be jointly owned by Bradford Council and the Bradford Housing Partnership. Annual progress reports will be provided for the Council's Regeneration and Environment Scrutiny Committee. The Housing Partnership's People Group will take responsibility for developing and securing detailed commitments from partners, building on the headline actions identified so far. Lead partners will be identified for co-ordinating delivery of specific new actions. The People Group will also take responsibility for reviewing success measures and performance.

The strategy will be subject to light-touch review each year, especially in the event of any major funding, legislative or policy changes. The strategy will then be fully revised and updated in 2025.

Conclusion

This Homelessness and Rough Sleeping Strategy is Bradford's response to increased pressures which are impacting on levels and complexity of homelessness and rough sleeping across the district.

Our overarching targets are to:

- Increase rates of successful prevention of homelessness.
- Reduce the number of placements into temporary accommodation.
- Reduce the length of stays in Bed & Breakfast accommodation (B&B).
- Reduce rough sleeping significantly.

The targets we have set for ourselves will be extremely challenging to meet, given the wider economic climate and rising levels of need. As well as maintaining those initiatives that already effectively support our objectives, we need to build on the partnerships within the district to find new ways of approaching our goals. This will require multi-agency working to improve access to decent homes, provide the support that is needed and respond swiftly to people in crisis.

Ultimately, our success will depend on everyone pulling together to help more people at an earlier stage, and thereby stop the spiral of decline into homelessness by securing a stable home for all.

STRATEGY ON A PAGE – INFOGRAPHIC TO BE DESIGNED

VISION

*Across our partnerships we will strive towards ending homelessness and rough sleeping once and for all.
Homelessness is everyone’s business.*

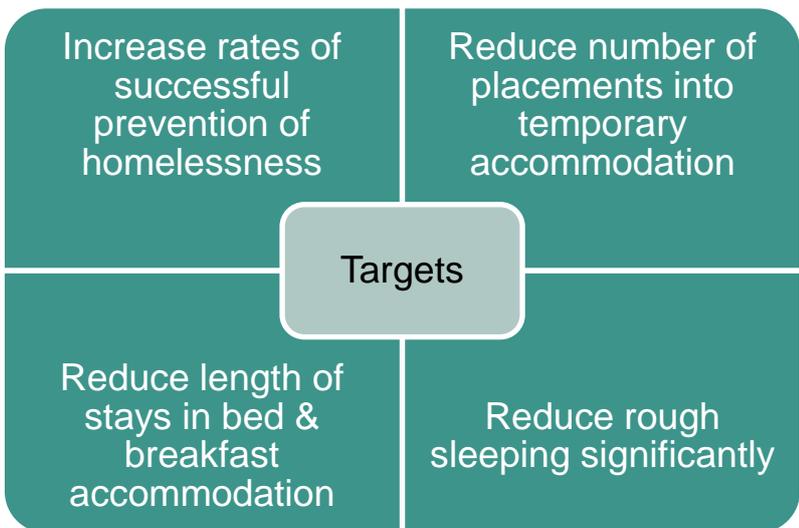
THEMES

1. Early intervention and prevention of homelessness
2. Deliver support in the right way at the right time to people who are homeless
3. Tackle rough sleeping
4. Improve access to housing for people who are homeless
5. Work better together

PRINCIPLES

Co-production
Person centred
Recovery focused
Equality and diversity
Safeguarding vulnerable people

TARGETS



Glossary

Adverse Childhood Experiences (ACE)	ACEs are stressful experiences occurring during childhood that directly hurt a child (e.g. maltreatment) or affect them through the environment in which they live (e.g. growing up in a house with domestic violence).
BRICSS	Bradford Respite Intermediate Care Support Service, established in 2013 as a partnership between Horton Housing Association and Bevan Healthcare. Provides specialist supported housing for homeless patients discharged from hospital with continuing healthcare needs.
Bradford Housing Partnership	Bradford Housing Partnership is a strategic partnership coordinated by the Council which includes all key housing stakeholders. The Partnership consists of an Executive Group and two main delivery groups – the People Group and the Place Group.
Care Act	The Care Act 2014 consolidated existing law relating to adults with care and support needs, and aimed to create a single consistent route to establishing entitlement to publically funded care and support. The emphasis in the Act is on meeting needs to improve the wellbeing of adults who need care and support because of physical or mental impairment or illness.
Cold Weather Provision	Coordinated provision of additional emergency bed spaces for anyone sleeping rough, on nights during winter months when the temperature is predicted to be freezing. A number of housing and support providers work in partnership to deliver Cold Weather Provision.
Commitment to refer	Voluntary commitment entered into by Registered Providers or housing associations, to refer anyone to a local authority that they believe are homeless or threatened with homelessness.
Complex needs	People may have complex needs due to trauma or ACEs, violence, mental health issues, physical disability, a history of rough sleeping or repeat homelessness, drug and alcohol misuse or other challenging experiences.
Co-production	Co-production in homelessness services is where professionals and people with experience of using services work together collaboratively to design and deliver services and policies.
Day Shelter	Service in Bradford currently commissioned by the Council from the Salvation Army, which is open 365 days a year providing facilities for rough sleepers including showers, laundry, hot drinks and snacks, phone and internet access, support sessions and signposting to specialist agencies.
Discretionary Housing Payments	A Discretionary Housing Payment (DHP) is an extra payment which can be claimed for certain housing costs (e.g. rent in advance) where a person is in receipt of Housing Benefit or the housing element of Universal Credit. DHPs are discretionary, which means that there is no automatic right to a payment. DHPs can help to prevent homelessness.

Dual diagnosis	Dual diagnosis is term used to describe a person with a mental health diagnosis who also have drug or alcohol abuse issues.
Duty to Refer	Duty under the Homelessness Reduction Act 2017 which came into effect 1 October 2018. Under this duty, certain public authorities must notify the Council where one of its service users may be homeless or at risk of homelessness and agrees to the referral.
Empty Homes team	The Empty Homes and Loans team at Bradford Council, which tackles empty homes across the Bradford district through a range of initiatives aimed at helping owners of empty homes bring them back into use.
Floating Support	Floating Support is non accommodation-based housing related support. The support is provided on a temporary basis to help resettle people who have been homeless into more settled accommodation, to move on from supported housing and to help prevent tenancy breakdown.
GDPR	General Data Protection Regulation is the legal framework that sets guidelines for the collection and processing of personal information about individuals within the European Union.
Homelessness Charter	A Homelessness Charter can bring together public agencies, businesses, charities and the general public to tackle the problem of homelessness. Charters can include values and rights of homeless people and pledges for action that stakeholders commit to.
Homelessness Reduction Act 2017 (HRA)	This Act came into force in April 2018. See HRA Policy Factsheets . Key changes brought in by the Act include <ol style="list-style-type: none"> 1. Improving the advice and information available about homelessness and the prevention of homelessness 2. Extending the period 'threatened with homelessness' from 28 days to 56 days 3. Introduces new duties to prevent and relieve homelessness for all eligible people, regardless of priority need, intentionality (and local connection) 4. Introduces assessments and personal housing plans, setting out the actions housing authorities and individuals will take to secure accommodation 5. Encouraging public bodies to work together to prevent and relieve homelessness through a duty to refer
Homelessness Prevention duty	Households deemed under HRA to be threatened with homelessness within the next 56 days, which means the Council owes them a duty to take reasonable steps to help prevent them becoming homeless.
Homelessness Relief duty	Households deemed under HRA to be already homeless, or where homeless prevention has been unsuccessful. Under this duty, the Council must take reasonable steps to help such households find and secure accommodation.
Housing First	An accommodation and support model which can meet the needs of entrenched rough sleepers and other people with complex needs. The philosophy is to provide a stable, independent home and intensive personalised support and case management, with no conditions around 'housing readiness'. See Housing First England for more information.

Housing Options	Frontline homelessness and housing advice service delivered by the Council. The Housing Options Service carries out homelessness assessments and gives advice and support to help people find somewhere to live or to prevent homelessness.
Housing Related Support (HRS)	Help for vulnerable people to find or stay in their own home. Support can be either accommodation-based or floating. The main route to commissioned Housing Related Support is through the Gateway, which is administered by Bradford Housing Options.
Intensive housing management	Tenancies which come with additional support for vulnerable households who would otherwise be at risk of homelessness or tenancy failure.
LGBTQ+	Lesbian, Gay, Bisexual, Transgender, Queer (or questioning) The 'plus' stands for acceptance and embracing of all.
Local Housing Allowance (LHA)	The rates used to work out entitlement to Housing Benefit for tenants in private rented accommodation. The amounts are flat-rate allowances based on the size of the tenant's household and the area in which they rent their property. The LHA determines the amount of benefit they will receive.
National Asylum Seeker Service (NASS) accommodation.	The National Asylum Support Service (NASS) administers the accommodation and financial support provided to eligible asylum seekers who would otherwise be destitute.
No Second Night Out (NSNO)	Service in Bradford currently commissioned by the Council from Humankind, which provides short-term emergency accommodation (night shelter) for rough sleepers, an outreach service, and coordination of Cold Weather Provision.
Notices to quit	Notices to quit are issued by landlords to signify their intention to bring a tenancy or a license to an end.
Personal Housing Plans	Under the HRA, local authorities are required to develop a personal housing plan (PHP) for all homeless households. The plan sets out the steps the individual and the local authority must take to help the household find or stay in suitable accommodation.
Private Rented Sector (PRS)	All non-owner-occupied property other than that rented from social landlords / housing associations.
Private Sector Lettings Scheme	Bradford Council's Private Sector Lettings Scheme helps landlords by matching their properties to people who are looking for accommodation in the private rented sector across Bradford district. Those in housing need, assessed by Housing Options, are prioritised as prospective tenants.
Psychologically Informed Environment (PIE)	Services that are designed and delivered in a way that takes the psychological and emotional needs of people into account. PIE is a way of working that places people and their individual needs at the centre, creating an environment that enables and sustains recovery. See Homeless Link Briefing for a useful introduction.

Rapid rehousing	The approach of helping people settle very quickly back with family or friends, into private rented, social housing or other affordable and safe long-term housing options. Rapid rehousing can also be used to prevent people needing emergency accommodation in the first place.
Recovery focused	The approach to mental health or substance misuse which emphasises and supports a person's potential for recovery.
Registered Providers (RPs)	Providers of social housing who are registered with the Homes and Communities Agency. Also known as social landlords and/or housing associations.
Rough sleepers	The Government defines rough sleepers as 'people sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments) and people in buildings or places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or 'bashes')'.
Self-help housing	Self Help housing refers to community-based organisations who want to tackle local problems arising from empty properties and to improve access to affordable housing for people who are homeless. See Self Help housing for more information.
Social housing register	The social housing register is the register for people who wish to apply for social housing within Bradford. The Council is responsible for this register, and customers are assessed to see which priority band they fall into, based on their housing need. Registered Providers are obliged to request 'nominations' from the Council for a certain percentage of their void properties. These nominations are sought from the social housing register and eligible applicants are matched to void properties in accordance with the district's Social Housing Allocations Policy .
Sofa-surfing	Staying for short periods with different friends or family because you have nowhere settled to stay.
Statutory homeless (main duty / full duty)	Those homeless households who the Council have assessed and accepted as being owed the full housing duty, also known as 'full duty' or 'main duty'. The households are eligible for assistance, unintentionally homeless and have a 'priority need'. Priority need groups include those who are pregnant, those with dependent children, young people age 16 or 17, care leavers age 18 – 20, homeless due to fire, flood or other disaster, or those who are classed as 'vulnerable'. Vulnerability is assessed on a case by case basis, and is a matter of evaluative judgement, taking into account case law and the Homelessness Code of Guidance . When the full duty is owed, this means the household must be provided with temporary accommodation pending sourcing a long-term housing solution.
Strategic Housing Market Assessment (SHMA)	The Strategic Housing Market Assessment (SHMA) was commissioned by the Council in 2019 and provides the latest available evidence to help to shape the future planning and housing policies of the area. See Bradford SHMA 2019 .
Supported housing	Supported housing is any accommodation where housing support and sometimes care services are provided. Some schemes are long-term

	<p>and others are short-term. These schemes help people develop the skills needed to move into more mainstream housing. This can include support with physical health needs, mental health, substance misuse, managing benefits and debt, developing daily living skills and accessing education, training and employment.</p>
Temporary accommodation	<p>Accommodation provided by the Council to certain homeless households who meet criteria laid out in Part 7 Housing Act 1996. In Bradford, this temporary accommodation can be hostel-based, in self-contained flats or houses, or as a last resort in bed and breakfast accommodation. Most temporary accommodation is commissioned from Horton Housing Association in partnership with Bradford Cyrenians.</p>
Universal Credit	<p>Single monthly benefit payment for people who are either in or out of work, to help with living costs. Replaces many of the benefits and tax credits which were previously paid separately. Includes an element for housing costs, which replaces Housing Benefit.</p>
Welfare reform	<p>The Welfare Reform Act 2012 brought in a programme of changes to welfare benefits. The Welfare Reform Act replaced several longstanding benefits with new benefits. It included changes to Housing Benefit and introduced Universal Credit.</p>

BACK COVER

For further information please contact:-

Access to Housing
City of Bradford Metropolitan District Council
1st Floor, Britannia House
Hall Ings
Bradford BD1 1HX

Email housing.strategy@bradford.gov.uk



Report of the Strategic Director of Place to the meeting of the Regeneration and Environment Overview and Scrutiny Committee to be held on 7th November 2019

X

Subject:

THE COUNCIL'S INVOLVEMENT IN RESIDENTIAL HIGH RISE BUILDINGS FOLLOWING THE GRENFELL TOWER DISASTER

Summary statement:

This report provides a further update for members of the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

Steve Hartley
Strategic Director of Place

Portfolio:

Regeneration, Housing, Planning and Transport

Report Contact: Justin Booth, Principal Building Control Surveyor
Phone: (01274) 434716
E-mail: justin.booth@bradford.gov.uk

Overview & Scrutiny Area:

Regeneration and Environment

1. SUMMARY

This report provides a further update for members of the Council's involvement with high rise residential buildings following the Grenfell Tower disaster.

2. BACKGROUND

2.1 Members last received an update on the Council's involvement with high rise residential buildings in October 2018. This report provides an update on activity since that date.

2.2 Members have previously been informed that two high rise residential buildings in the District had been identified as having cladding made of Aluminium Composite Materials (ACM).

2.3 The ACM materials that partially clad the two buildings still need to be removed and replaced. The costs of such works are significant, with estimates for the works varying dependent on the requirements relating to the upgrading of the thermal insulation of the buildings as well as the replacement of the cladding.

2.4 On January 23rd 2019 an Improvement Notice was served under the Housing Act 2004 in respect of Landmark House (one of the above two buildings). The notice requires works to be undertaken to address the hazard of fire and includes works to remove and replace the ACM cladding on the building.

This notice is currently the subject of an appeal to the First Tier Tribunal Property Chamber (Residential Property). The effect of the appeal is that the notice is suspended pending that appeal.

2.5 Landmark House is, at the time of writing, subject to "interim measures" in line with the guidance issued by MHCLG following joint inspection by the Council's Housing Standards and Building Control Teams in partnership with the West Yorkshire Fire and Rescue Service (WYFRS). These interim measures are intended to minimise the fire risk to occupants but are considered a temporary measure.

The Council has stressed the need for those responsible for the buildings to ensure that residents are kept informed of the measures in place to ensure their continued safety.

Officers from the Council and WYFRS continue to monitor the building to ensure that the interim measures remain in operation as agreed.

2.6 On February 13th 2019 WYFRS served a Prohibition Notice in respect of Appleton Point (the other of the above two buildings). This notice prohibited occupation of the building and resulted in a managed evacuation of the building.

The managed evacuation was coordinated by the Housing Service, with support from officers from WYFRS and Emergency Planning. The Housing Options team established an on site service to provide advice and support to the displaced tenants to minimise stress and disruption as much as possible.

- 2.7 At the time of writing, the Prohibition Notice served by WYFRS remains in force and the building is currently empty. Officers from the Council and WYFRS continue to work with the owner of the building and their representatives to monitor progress with works required at the property.
- 2.9 In October 2018 the Committee was advised that the Government had made funding available to support Councils and Registered providers to replace ACM cladding on buildings that they owned and managed as social housing.

On May 9th 2019 the Government announced the Private Sector Remediation Fund. This funding will be administered by Homes England. Applications for the funding can be made by “responsible entities” for privately owned buildings where ACM cladding needs to be removed and replaced. The portal via which applications can be made opened on September 12th 2019.

Officers have ensured that those responsible for the buildings in Bradford are aware of the fund and continue to receive updates from the Ministry of Housing, Communities and Local Government (MHCLG).

3. OTHER CONSIDERATIONS

- 3.1 In January 2019, another high rise building was found to have just been converted from office accommodation and refurbished to form apartments. An inspection of the building by officers from Building Control, Housing Standards and WYFRS found that some of the cladding on that building had been replaced with materials that, although not ACM, were combustible and do not comply with the Building Regulations that were amended in December 2018. Officers from the Council are working with WYFRS and the Approved Inspectors who are undertaking the Building Regulations compliance service for the development to get this further building remedied before the affected apartments are occupied.
- 3.2 MHCLG has, as was anticipated, extended their requirement for further data collection on all HRRBs (High Rise Residential Buildings) to include details of the external wall construction materials. This work is being undertaken by the council and the information recorded in the government’s DELTA data collection system. There are 34 buildings in the district to which this further data collection requirement applies.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The availability of funding via the Private Sector Remediation Fund should assist those responsible for the buildings where ACM cladding needs to be removed to fund the costs of doing so.
- 4.2 Should the Council have to utilise its enforcement powers to ensure the removal and replacement of the cladding there could be significant resource implications.
- 4.3 It is not yet known whether funds from the Private Sector Remediation Fund will be

made available to the owners of Landmark House and Appleton Point.

- 4.4 Dame Judith Hackett's report, "Independent Review of Building and Fire Safety" raises the issue of the competence of those involved with high risk buildings. The council will need to fund the continuing training and development of its staffs' skills required to carry out its statutory duties.
- 4.5 MHCLG has consulted on the formation of regulatory bodies to oversee the safety of high rise and high risk buildings and the outcomes of that consultation are awaited. There will be resource implications for the local authority but these are as yet quantified.
- 4.6 The collection of further data for all the high rise buildings in the district and the entry of that data into the government's data system is drawing on the Council's resources.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The enforcement of standards in high rise residential building is complex. Officers from the Council and WYFRS will continue to work together to deal with the issues identified with these buildings and will access the Local Government Association hosted Joint Inspection Team as necessary.
- 5.2 Further to Dame Judith Hackett's report "Building a Safer Future", MHCLG have undertaken a public consultation to seek views on the continuing enforcement of safety matters in connection with high rise buildings. It is not yet known what form this will take and what the constitution and powers the proposed regulatory bodies will have. The initial proposals for a joint body consisting of the local authority, the Fire and Rescue Service and the Health & Safety Executive were modified in the public consultation to include private sector involvement.

6. LEGAL APPRAISAL

- 6.1 The legislation enforced by both authorities relating to fire safety is risk based. Since the Grenfell disaster the Building Regulations have been amended and a number of letters of clarification have been received from the MHCLG and WYFRS relating to the enforcement of standards relating to the external cladding of high rise residential buildings.

In practice, because of the joint statutory responsibilities in this type of building in order to fully assess the hazard of fire safety a joint inspection involving WYFRS, Housing Standards and Building Control is undertaken as the assessment requires information, technical and legal expertise from all 3 services. Any enforcement required is then undertaken by the lead authority following consultation between all 3 services.

- 6.2 Enforcement action is complicated and time consuming due to the number of flats involved and the complex nature of the buildings and ownership. Where

formal enforcement action is required the Council has and would seek to utilise the expertise of the LGA hosted advice team.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The improvement of housing conditions in the District will have a positive impact on those groups and individuals who suffer multiple disadvantages associated with poor quality and inadequate housing.

7.2 SUSTAINABILITY IMPLICATIONS

The interventions that Building Control, Housing Standards and WYFRS take to improve the quality of the housing will help to create a more sustainable housing stock for the district.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Further amendments to the legislation and required technical standards applying to the introduction of additional thermal insulation may reduce the achievable levels of energy savings. The introduction in December 2018 of a requirement for insulation materials to be non-combustible has limited the use of the highly thermally efficient foamed polyisocyanates and some polyurethane.

The currently available non-combustible substitutes are mostly based on mineral fibre which does not have as good a thermal resistance.

7.4 COMMUNITY SAFETY IMPLICATIONS

The removal of potentially combustible cladding from the exterior shell of residential properties provides for a higher safety standard for the residents.

7.5 HUMAN RIGHTS ACT

No implications under the Human Rights Act have been identified.

7.6 TRADE UNION

No Trade Union implications have been identified.

7.7 WARD IMPLICATIONS

The Council and WYFRS work to address any issues with high rise residential buildings across the district.

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

Not applicable.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

No implications for corporate parenting have been identified.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

Any data gathered in order to ensure compliance with legislative requirements will be the minimum for the needs of the process.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 Option 1 – that the Committee note the report.

9.2 Option 2 – that the Committee note the report and request a further update on the work relating to high rise residential buildings in 12 months.

10. RECOMMENDATIONS

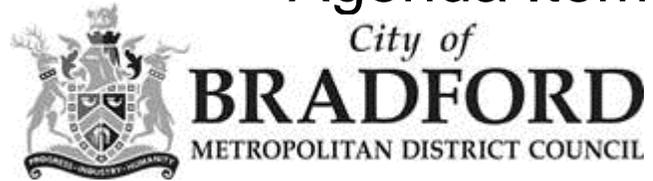
10.1 That the Committee note the report and request a further update on the work relating to high rise residential buildings in 12 months.

11. APPENDICES

None.

12. BACKGROUND DOCUMENTS

“Building a Safer Future”, Independent Review of Building Regulations and Fire Safety, Dame Judith Hackitt DBE FREng, HMSO (2018)



Report of the Chair of the Regeneration and Environment Overview and Scrutiny Committee to the meeting to be held on Thursday 7 November 2019

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Subject:

**REGENERATION AND ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE
WORK PROGRAMME 2019-20**

Summary statement:

This report presents the Committee's Work Programme 2019-20

Cllr Rizwana Jamil
Chair – Regeneration and
Environment O&S Committee

Portfolio:
Regeneration, Planning & Transport
Education, Employment and Skills
Healthy People and Places

Report Contact:
Licia Woodhead
Overview and Scrutiny Lead
Phone: (01274) 432119
E-mail: licia.woodhead@bradford.gov.uk

1. SUMMARY

1.1 This report presents the Committee's Work Programme 2019-20.

2. BACKGROUND

2.1 Each Overview and Scrutiny Committee is required by the Constitution of the Council to prepare a work programme (Part 3E – Overview and Scrutiny Procedure Rules, Para 1.1).

2.2 Appendix 1 of this report presents the Work Programme for 2019-20.

3. OTHER CONSIDERATIONS

3.1 The Regeneration and Environment Overview and Scrutiny Committee has the responsibility for “the strategies, plans, policies, functions and services directly relevant to the corporate priorities about creating a more prosperous district and about improving waste management, neighbourhood services and the environment” (Council Constitution, Part 2, 6.5.1 and 6.6.1).

3.2 Best practice published by the Centre for Public Scrutiny suggests that ‘work programming should be a continuous process’. It is important to regularly review work programmes so that important or urgent issues that come up during the year are able to be scrutinised. In addition, at a time of limited resources, it should also be possible to remove projects which have become less relevant or timely. For this reason, it is proposed that the Committee's work programme be regularly reviewed by Members throughout the municipal year.

3.3 The remit of this Committee also includes the strategies, plans, functions and services directly relevant to the corporate priorities about reducing carbon emissions, transport and highways, creating a greener and more sustainable environment and positively affecting climate change.

3.4 The work programme as agreed by the Committee will form the basis for the Committee's work during the year, but will be amended as issues arise during the year.

4. FINANCIAL AND RESOURCE APPRAISAL

None

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

None

6. LEGAL APPRAISAL

None

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

None

7.2 SUSTAINABILITY IMPLICATIONS

None

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

7.4 COMMUNITY SAFETY IMPLICATIONS

None

7.5 HUMAN RIGHTS ACT

None

7.6 TRADE UNION

None

7.7 IMPLICATIONS FOR CORPORATE PARENTING

None

7.8 ISSUES ARISING FROM PRIVACY ASSESSMENT

None

8. NOT FOR PUBLICATION DOCUMENTS

None

9. RECOMMENDATIONS

9.1 That the Work programme 2019-20 continues to be regularly reviewed during the year.

10. APPENDICES

10.1 Appendix 1 – Regeneration & Environment Overview and Scrutiny Committee Work Programme 2019-20

11. BACKGROUND DOCUMENTS

Bradford Council Constitution.

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Democratic Services - Overview and Scrutiny

Regeneration and Environment O&S Committee

Scrutiny Lead: Licia Woodhead tel - 42 2119

Work Programme 2019/20

Description

Report

Agenda

Wednesday, 11th December 2019 at City Hall, Bradford.

Chair's briefing 25/11/2019. Report deadline 28/11/2019.

- 1) Waste Management
- 2) Libraries and Museums Service
- 3) Skills for Work
- 4) The District's Casualty Reduction work
- 5) Street Lighting
- 6) Regeneration and Environment O&S Committee Work Programme

The Committee will consider a report on Waste Management activities across the District and AWM first year performance reporting.

Steve Hartley/Susan Spink

The Committee will receive an update report on the Libraries and Museums service.

Phil Barker / Jacqui Buckley

The Committee will receive a report on skills for work with progress against the Workforce Development Plan.

Phil Hunter

The Committee will receive a report detailing the results of the independent review carried out with regard to shared services.

Simon D'Vali

Members will receive a report on the progress being made against the Street Lighting Invest to Save Strategy.

Julian Jackson /Richard Gelder/Allun Preece

The Committee will consider its Work Programme and make changes as necessary.

Licia Woodhead

Thursday, 9th January 2020 at City Hall, Bradford.

Chair's briefing 16/12/2019. Report deadline 18/12/2019.

- 1) West Yorkshire Combined Authority
- 2) Replacement West Yorkshire Local Transport Plan 3 Implementation Plan.
- 3) Stimulating and Accelerating Housing and Economic Growth
- 4) Civic Quarter District Heat Network
- 5) Regeneration and Environment O&S Committee Work Programme

The Committee will consider a progress report with a particular focus on the projects being delivered in Bradford in addition to plans for making public transport links more accessible for Bradford residents.

Jamie Saunders

The Committee will receive a report updating members on delivery against the first year of the five year Implementation Plan.

Julian Jackson/Richard Gelder

The Committee will receive a report focussing on the use of the £500,000 of revenue funding.

Shelagh O'Neill/Lorraine Wright

The Committee will receive a report detailing the full outline business case for the District Heat Network..

Neill Morrison

The Committee will consider its Work Programme and make changes as necessary.

Licia Woodhead

Wednesday, 12th February 2020 at City Hall, Bradford.

Chair's briefing 27/01/2020. Report deadline 30/01/2020.

- 1) Draft Climate Strategy for the District 2020-2050

The Committee will receive a report on the Council's Climate Strategy.

Neill Morrison

24th October 2019

Regeneration and Environment O&S Committee

Scrutiny Lead: Licia Woodhead tel - 42 2119

Work Programme 2019/20

Description

Report

Agenda

Wednesday, 12th February 2020 at City Hall, Bradford.

Chair's briefing 27/01/2020. Report deadline 30/01/2020.

- 2) Draft Municipal Waste and Minimisation Strategy for the District
- 3) City Centre Regeneration
- 4) City Markets
- 5) Regeneration and Environment O&S Committee Work Programme

The Committee will receive the draft Waste Minimisation Strategy for their consideration.

The Committee will receive a report on City Centre regeneration.

The Committee will receive a report as part of their Involvement in the consultation process on the proposals relating to the development of the new City Centre Markets.

The Committee will consider its Work Programme and make changes as necessary.

Steve Hartley

Steve Hartley/Shelagh O'Neill

Colin Wolstenholme

Licia Woodhead

Wednesday, 4th March 2020 at City Hall, Bradford.

Chair's briefing 17/02/2020. Report deadline 20/02/2020.

- 1) Bradford Beck Pilot Study
- 2) 12 Month update on the Biodiversity Scrutiny Review
- 3) Active Bradford
- 4) Economic Growth Strategy Delivery Plan
- 5) Single Use Plastics Scrutiny Review - Progress against Scrutiny Review recommendations

To focus on the work being undertaken and progress against the joint studies and proposals for the Canal Road Area.

The Committee will receive a report detailing the outcomes of the Government's Biodiversity Net Gain Consultation process.

The Committee will receive a report on the work undertaken and outcomes of the Local Delivery Pilot.

The Committee will receive a report on the Economic Growth Strategy Delivery Plan.

The Committee will receive a report monitoring progress against the recommendations in the review.

Barney Lerner/Julian Jackson/Andrew Marshall/Derek Jones
Danny Jackson

Zuby Hamard

Shelagh O'Neill

Joanne Hyde/Steve

Wednesday, 8th April 2020 at City Hall, Bradford.

Chair's briefing 23/03/2020. Report deadline 26/03/2020.

- 1) Squire Lane Development
- 2) Update on the work of the Housing Standards team

The Committee will receive a report on the progress of development of the Squire Lane sports facility.

The Committee will receive a report providing an update on the proactive work being undertaken by the Housing Standards Team, and also the impact of legislative changes that have been implemented over the past 12 months.

Andy Ross

Julie Rhodes

Regeneration and Environment O&S Committee

Scrutiny Lead: Licia Woodhead tel - 42 2119

Work Programme 2019/20

Description

Report

Agenda

Wednesday, 8th April 2020 at City Hall, Bradford.

Chair's briefing 23/03/2020. Report deadline 26/03/2020.

3) Cultural Strategy 2020-2030

4) Empty Homes Update

5) Energy efficiency in the Private rented sector in the Bradford District.

6) Crematoria Update

The Committee will receive an update report on the Cultural Strategy including details of the City of Culture bid.

The Committee will receive an Empty Homes update with a focus on work being undertaken in areas where there is a high number of empty properties.

That representatives from the Incommunities Group attend to provide information on the work being undertaken by the group to reduce the number of empty properties in its ownership. The report should also include details of the impact of Council Tax Premiums in reducing the number of empty properties across the Bradford District.

The Committee will receive a report regarding energy efficiency in the private rented sector.

The Committee will receive an update report on the Council's crematoria.

Steve Hartley / Phil Barker

Julie Rhodes/Dave North

Ben Middleton/Neill Morrison

Phil Barker / John Scholefield

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