

## **Agenda for a meeting of the Executive to be held Remotely on Tuesday, 5 January 2021 at 10.30 am**

### **Members of the Executive – Councillors**

<b>LABOUR</b>
Hinchcliffe (Chair)
I Khan
Ross-Shaw
Ferriby
Jabar
Farley

### **Notes:**

- A webcast of the meeting will be available to view live on the Council's website at <https://bradford.public-i.tv/core/portal/home> and later as a recording.
- Any Councillors and members of the public who wish to make a contribution at the meeting are asked to email [jill.bell@bradford.gov.uk](mailto:jill.bell@bradford.gov.uk) & [yusuf.patel@bradford.gov.uk](mailto:yusuf.patel@bradford.gov.uk) by **10.30 on Thursday 31 December 2020** and request to do so. In advance of the meeting those requesting to participate will be advised if their proposed contribution can be facilitated and those participants that can be will be provided with details how to electronically access the meeting. Councillors and members of the public with queries regarding making representations to the meeting please email Jill Bell & Yusuf Patel.
- Approximately 15 minutes before the start time of the Executive meeting the Governance Officer will set up the electronic conference arrangements initially in private and bring into the conference facility the Portfolio Holders, the Chief Executive and the Council's legal advisor so that any issues can be raised before the start of the meeting. The officers presenting the reports at the meeting of the Executive will have been advised by the Governance Officer of their participation and will be brought into the electronic meeting at the appropriate time.

**From:**

Parveen Akhtar  
City Solicitor

Agenda Contact: Jill Bell / Yusuf Patel

Phone: 01274 434580/4579

E-Mail: [jill.bell@bradford.gov.uk](mailto:jill.bell@bradford.gov.uk) / [yusuf.patel@bradford.gov.uk](mailto:yusuf.patel@bradford.gov.uk)

**To:**

## A. PROCEDURAL ITEMS

### 1. DISCLOSURES OF INTEREST

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

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

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

*Notes:*

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

### 2. MINUTES

**Recommended –**

**That the minutes of the meeting held on Tuesday 24 November 2020 be signed as a correct record (previously circulated).**

(Jill Bell / Yusuf Patel - 01274 434580 434579)

### 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.

(Jill Bell / Yusuf Patel - 01274 434580 434579)

### 4. RECOMMENDATIONS TO THE EXECUTIVE

The following recommendation has been received from the meeting of Full Council held on Tuesday 8 December 2020:

**Keighley Carnegie Library**

**Resolved –**

**That the petition be referred to the Executive.**

(Jill Bell / Yusuf Patel - 01274 434580 434579)

## B. PORTFOLIO ITEMS

**REGENERATION, PLANNING & TRANSPORT  
PORTFOLIO**

*(Councillor Ross-Shaw)*

### 5. THE BRADFORD DISTRICT ECONOMIC RECOVERY PLAN

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The Assistant Director, Office of the Chief Executive will submit a report (**Document “CV”**) which provides an overview of the Bradford District Economic Recovery plan that has been developed by the Bradford District Economic Recovery Board. The Economic Recovery Board is a partnership board, chaired by Professor Zahir Irani, Deputy Vice Chancellor, University of Bradford with membership from across the business community, public sector partners, education and voluntary sectors.

The recovery plan assesses the impacts of the COVID pandemic on Bradford District's local economy and sets out the actions we need to take now and over the next two years to accelerate our recovery from Covid-19 by sustaining employment and boosting productivity whilst continuing to build a more inclusive, sustainable and resilient economy for the subsequent period.

Executive are asked to note the work carried out by Professor Zahir Irani and partners on the Economic Recovery Board in developing the Economic Recovery Plan. Executive are recommended to ask the Economic Partnership to lead on taking forward this plan for the whole District. In doing this, the partnership will work with other relevant boards including the Bradford District Sustainable Development Partnership, the Bradford District Culture Partnership and the Bradford District Skills Partnership.

### **Recommended –**

#### **It is recommended that:**

- (1) Executive would like to thank Professor Zahir Irani and the Economic Recovery Board members for their valuable contribution to this crucial area of work**
- (2) Executive note the approach to Economic Recovery outlined in this report and the accompanying Bradford District Economic Recovery Plan.**
- (3) Recommend that the Economic Partnership takes the lead in taking this plan forward and uses the plan to inform the District's approach to economic recovery supported by other appropriate partnership boards including the Skills Partnership and the Sustainable Development Partnership.**
- (4) That these plans are progressed for the whole District, working with the Keighley and Shipley Towns Fund Boards and other partnerships.**

Overview and Scrutiny Committee: Regeneration and Economy

(Mark Clayton – 01274 434558)

## **6. TOWNS FUND PROGRAMME FOR KEIGHLEY AND SHIPLEY**

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Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. The Towns Fund constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place.

The Strategic Director of Place will submit a report (**Document “CW”**) which provides an update to the Executive in relation to the Towns Fund; it sets out the progress to date and key milestones.

**Recommended –**

**Executive is recommended to:**

- (1) Thank the Chairs and Members of both Boards for their continued hard work in developing the Town Investment Plans.**
- (2) Welcome the exciting opportunity for investment in town and high street regeneration for Keighley and Shipley.**
- (3) Delegate authority to the Strategic Director of Place in consultation with the Leader to consider and make decisions on recommendations from the Town Deal Boards.**
- (4) Delegate authority to the Strategic Director of Place in consultation with the Leader to approve and submit the Town Investment Plans by 29 January 2021**
- (5) Delegate authority to the Strategic Director of Place in consultation with the City Solicitor, Director of Finance and IT and the Leader to enter into a Memorandum of Understanding with the Heads of Terms as described in this report should the Town Investment Plans be successful.**
- (6) Acknowledge and endorse the work and progress that has taken place to date.**
- (7) Approve the Terms of Reference for Shipley and Keighley Town Deal Boards (Appendix 3 to Document “CW”).**
- (8) Approve the Board Composition for Shipley and Keighley Town Deal Boards (Appendix 4 to Document “CW”).**
- (9) Approve the Town Deal Boundary for Shipley and Keighley (Appendix 5 to Document “CW”) and**
- (10) Approve the Council’s role as accountable body for the Town Investment Plans.**

Overview and Scrutiny Committee: Regeneration and Environment

(Lorraine Wright - 07970 730328)

## C. STRATEGIC ITEMS

### LEADER OF COUNCIL & CORPORATE

*(Councillor Hinchcliffe)*

### NOTE

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

Accordingly the proper officer has notified in writing the Chair of the Corporate Overview and Scrutiny Committee of the matter on which the decision is to be made.

#### 7. **AN UPDATE ON BRADFORD METROPOLITAN DISTRICT COUNCIL'S PREPARATIONS FOR BREXIT**

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The Leader will submit a report (**Document "CX"**) which provides an update on District wide preparations for Brexit including a no deal Brexit.

The Brexit transition period ends on 31 December 2020. From 1 January, the UK will no longer be part of the EU single market, customs union or any trade deals negotiated by the EU. Negotiations continue on a new trade deal, but, regardless of whether or not we leave the EU with a trade deal, substantial changes affecting all sectors of society will occur from 1 January as a result of leaving the EU.

**Recommended –**

**That Executive note this update.**

Overview and Scrutiny Committee: Corporate

(Phil Witcherley / Kevin Brain - 01274 431241/ 2982)

8. **CALCULATION OF BRADFORD'S COUNCIL TAX BASE AND BUSINESS RATES BASE FOR 2021-22**

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The Director of Finance will submit a report (**Document "CY"**) which estimates the Council's Council Tax and Business Rates bases for 2021-22. These bases in turn determine the amount of taxation raised in 2021-22.

Section A of this report estimates the Council Tax Base. This involves considering: total dwellings in the district; exemptions, discounts and the Council Tax Reduction Scheme among others items.

Section B estimates the Business Rates base, starting with the total rateable value of property used by businesses in the district.

Section C summarises the implications of the tax bases for the 2021-22 revenue budget.

**Recommended –**

- (1) **That the number of Band D equivalent properties for 2021-22 for the whole of the Bradford Metropolitan District is fixed at 142,000 (as set out in Appendix A, line 13 of Document "CY").**
- (2) **That the Council Tax Base for 2021-22 for each Parish (set out in Appendix B to Document "CY") is approved.**
- (3) **Further that Bradford's £6.4m share of the anticipated 2020-21 Council Tax deficit is approved, along with the Council's ability to repay this across three future years; also that the latest Government announcement is to repay 75% of this. Also that the Police and Fire share of the deficit (as set out in 7.2 to Document "CY") is noted.**
- (4) **That the latest estimate of the gross shares of Business Rates income for 2021-22, are noted (Appendix C, line w, x & y to Document "CY"). These are set out below:**  
  
**50% is paid to Central Government - £62.5m**  
**1% is paid to the West Yorkshire Fire Authority - £1.3m**  
**49% is retained by the Council - £63.7m**
- (5) **That authority is delegated to the Section 151 officer in consultation with the Leader of the Council to make any necessary amendments to the Business Rates estimate arising from the completion of the 2021-22 NDR1 form and to include the amended figures in the 2021-22 Budget papers for Council.**

Overview and Scrutiny Committee: Corporate

(James Hopwood - 01274) 432882)

## D. PORTFOLIO ITEMS

### REGENERATION, PLANNING & TRANSPORT PORTFOLIO

*(Councillor Ross-Shaw)*

#### 9. **STEETON WITH EASTBURN AND SILSDEN NEIGHBOURHOOD DEVELOPMENT PLAN**

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The Strategic Director Place will submit a report (**Document “CZ”**) which sets out the Steeton with Eastburn and Silsden Neighbourhood Development Plan which has been prepared by the Steeton with Eastburn Parish Council and Silsden Town Council. The Plan has now been subject of an independent examination by Robert Bryan and his report confirms that the Plan, subject to the incorporation of a number of modifications meets the Basic Conditions outlined in legislation. He has recommended that the Plan proceeds to local referendum.

The report recommends that the Executive agree to all of the proposed modifications and that the modified plan proceeds to referendum. This will take place in May 2021.

#### **Recommended –**

- (1) The submitted Steeton with Eastburn and Silsden Neighbourhood Development Plan (Appendices 1a and 1b) is subject to the modifications (Recommendations 1 to 18) as set out in the Examiner’s Report (Appendix 2), together with any relevant factual changes required to ensure that it is up to date.**
- (2) It is then subject to a local referendum.**
- (3) Should the plan be successful at referendum, the plan should be formally made via delegated decision by the Assistant Director (Planning, Transportation & Highways) in consultation with the Portfolio Holder (Regeneration, Planning & Transport) in line with the agreed governance arrangements.**

Overview & Scrutiny Committee: Regeneration & Economy

(Andrew Marshall - 01274 434050)

10. **RESPONSE TO PETITION ABOUT KEIGHLEY LIBRARY**

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The Strategic Director Place will submit a report (**Document “DA”**) which asks the Executive to note the information contained in this report in response to a petition about Keighley Library that was presented to Council on 8 December 2020.

**Recommended –**

**That the information presented in Document “DA” in relation to the petition about Keighley Library be noted.**

Overview and Scrutiny Committee: Regeneration and Economy

(Christine May - 07970 829265)

**NOTE**

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

Accordingly the proper officer has notified in writing the Chair of the Regeneration and Economy Overview and Scrutiny Committee of the matter on which the decision is to be made.

11. **EXCLUSION OF THE PUBLIC**

**Recommended –**

**That the public be excluded from the meeting during the discussion of the Not for Publication Document “DB” on the grounds that it is likely, in view of the nature of the proceedings, that if they were present, exempt information within paragraph 3 (financial or business affairs) and Paragraph 5 legal privilege) of Schedule 12A of the Local Government Act 1972 (as amended) would be disclosed and it is considered that, in all the circumstances, the public interest in allowing the public to remain is outweighed by the public interest in excluding public access to the relevant part of the proceedings for the following reasons:**

**It is in the public interest in maintaining these exemptions because it is in the overriding interest of proper administration that Members are made fully aware of the financial and legal implications of any decision.**

(Yusuf Patel – 07970 411923)

**12. ONE CITY PARK**

The Strategic Director Corporate Resources will submit a report (**Not For Publication Document “DB”**) which provides an update on the One City Park development.

**Recommended –**

**That the recommendations contained in Not For Publication Document “DB” be approved.**

Overview and Scrutiny Committee: Regeneration and Economy

(Ben Middleton / Chris Chapman - 07582 101816 / 07971 725105)



## Report of the Interim Strategic Director of Place to the meeting of Executive to be held on 5 January 2021.

**CV**

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### Subject:

The Bradford District Economic Recovery Plan

### Summary statement:

The report provides an overview of the Bradford District Economic Recovery plan that has been developed by the Bradford District Economic Recovery Board. The Economic Recovery Board is a partnership board, chaired by Professor Zahir Irani, Deputy Vice Chancellor, University of Bradford with membership from across the business community, public sector partners, education and voluntary sectors.

The recovery plan assesses the impacts of the COVID pandemic on Bradford District's local economy and sets out the actions we need to take now and over the next two years to accelerate our recovery from Covid-19 by sustaining employment and boosting productivity whilst continuing to build a more inclusive, sustainable and resilient economy for the subsequent period.

Executive are asked to note the work carried out by Professor Zahir Irani and partners on the Economic Recovery Board in developing the Economic Recovery Plan. Executive are recommended to ask the Economic Partnership to lead on taking forward this plan for the whole District. In doing this, the partnership will work with other relevant boards including the Bradford District Sustainable Development Partnership, the Bradford District Culture Partnership and the Bradford District Skills Partnership.

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Jason Longhurst, Interim Strategic Director of Place	Portfolio: Corporate
Report Contact: Mark Clayton – Policy Officer	Overview & Scrutiny Area: Regeneration and Environment

## SUMMARY

- 1.1 The Coronavirus pandemic has created a major global shock. It has resulted in the loss of many lives, affected people's physical and mental wellbeing, and resulted in the greatest economic downturn in recent history.
- 1.2 In Bradford District we have already seen unemployment double (including a significant spike in youth unemployment), the closure of a number of the District's businesses and reduced footfall and spend in city and town centre. Going forward it is likely we will see further jobs losses and business failures as the economic impacts continue to unfold.
- 1.3 The pandemic has highlighted the issues of social inequality which some communities in the district face and has had a disproportionate impact on our most disadvantaged residents, including those living in poverty, people from BAME communities, those living with disabilities, women, migrants and the elderly. This pandemic has also occurred at a time of real economic change for the country as we work together to tackle climate change and understand the impacts of exiting the European Union.
- 1.4 Council leadership and resources have played a critical role in the district's response to the Covid-19 emergency. This has included ensuring that £125 million of Small Business Grant Fund and Retail, Hospitality and Leisure Business Grant Fund has been paid to over 11,000 businesses throughout the crisis - the third highest amount of any city authority district in England after Birmingham and Leeds. A further £6.9 million of Local Authority Discretionary Grant funds has been paid to 639 businesses - the second highest amount after Birmingham. As the coronavirus pandemic has evolved from a health crisis to an economic one – there is a need for a recovery plan to sit alongside our existing economic strategy to address the impacts of the pandemic that have exposed and amplified the economic challenge facing the district.
- 1.5 To this end the Council has worked with the University of Bradford to form a new Bradford Economic Recovery Board that brings together a diverse and inclusive group of Council and business leaders alongside partner organisations and key stakeholders to help direct the district's economic response to the impacts of the pandemic and support businesses and communities to respond to the on-going challenges and opportunities presented by the Covid-19 crisis.
- 1.6 The Board has been responsible for directing and agreeing the production of a Bradford Economic Recovery Plan that will outline the actions we and our partners will need to take to address the key challenges and opportunities for the district going forward.
- 1.7 PwC have been appointed to work with Bradford Economic Recovery Board to produce an Economic Recovery Plan that builds on the existing Bradford District Economic Strategy and a revised Council Plan and sets out the actions we need to take now and over the next two years to accelerate our recovery from Covid-19 by sustaining employment and boosting productivity whilst continuing to build a more inclusive, sustainable and resilient economy for the subsequent period.
- 1.8 The overall aim is still for Bradford to become the UK's fastest growing economy, performing above the national average on key metrics of economic performance.

## BACKGROUND

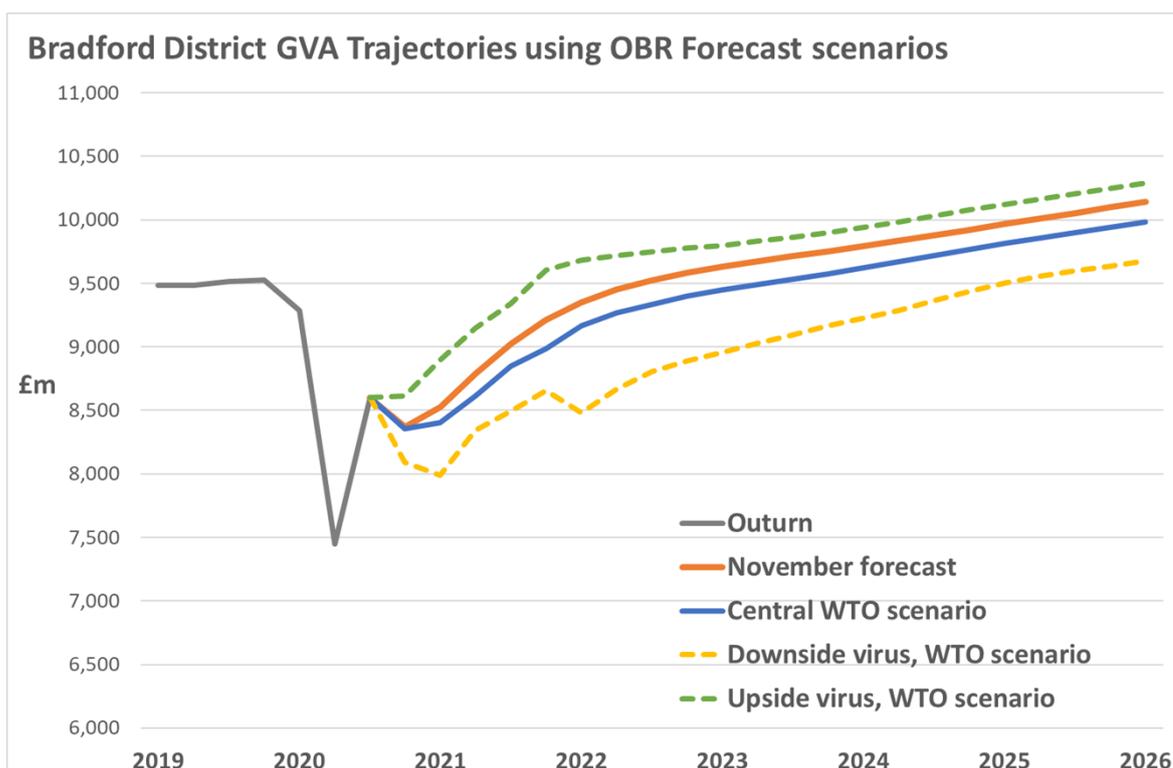
### ECONOMIC IMPACTS OF COVID-19

- 2.1 As the full implications of COVID-19 become clearer, we can see that the impact on the district and our economy has been severe. At the time of writing in December 2020, we have already seen a number of measurable impacts across the district including:
- The Covid-19 pandemic has caused the deepest recession on record. The Office for Budget Responsibility's (OBR's) forecast expects GDP to shrink by 11.3 per cent in 2020 – the largest contraction in the economy for over 300 years. Applied to the current Bradford GVA figure of £9.482 billion, this equates to a projected figure of £8.411 billion in 2020, a fall of £1.07 billion.
  - Unemployment has risen sharply and will continue to rise as businesses make redundancies as the Job Retention Scheme winds down. Compared to the pre-lockdown figures of March, the October Claimant Count figure for the district shows an increase from 17,090 to 31,085 people - a rise of 82% over the period.
  - Youth Claimant Count unemployment has risen by 91% since March and the pattern of previous recessions shows that unemployment has a greater negative impact for young people, particularly in BAME communities and communities where there have been high levels of long term unemployment and deprivation. Bradford District's youth claimant count rate is the second highest of any city in the country.
  - Going forward national forecasts indicate we are likely to see further large increases in unemployment when the furlough scheme ends in March 2021 and the full impacts on the most affected sectors such as hospitality, retail and leisure are seen in a rise in business failures in the new year.
  - OBR forecasts UK unemployment will rise to 7.5% in 2021 - 2.6m people. This would equate to a Bradford rate of 10.4% which would mean around 25,000 unemployed residents compared to the current figure of 12,900. This would take unemployment close to the highest levels seen following the 2008 financial crash which peaked at 27,400 or 11.1% in September 2013. Assuming the majority of the expected redundancies will come from those sectors with the highest number of workers still furloughed, we can expect that hospitality, retail and manufacturing employees will make up over half of the increase. It is also likely that young people will be disproportionately affected given that they are over represented in the hospitality and retail sectors.
  - A third of the district workforce were furloughed through the Government's Job Retention Scheme at the height of the summer lockdown. Figures for May indicated 58,000 employments out of an eligible 212,000 employments in the District were furloughed. More recently that figure has fallen significantly but as of August there were still 16,600 employments in furlough.
  - Retail, manufacturing and hospitality have been most affected as the chart below shows and are most at risk from redundancies going forward with 12,800 retail employees furloughed at the height of the lockdown – 40% of all employees in the sector, 10,700 manufacturing employees – 40% of all employees and 8,800 hospitality employees – 73% of all employees.

- Figures for October show 18,200 self-employed residents have applied for support from the second Self Employed Income Support Scheme which is 74% of those eligible and is higher than the UK figure of 69% and the Yorkshire and the Humber figure of 70%.
- Banksearch data for new business bank accounts used as a measure of business starts fell sharply in April but have since recovered and overall business start-ups during the nine months to September 2020 were slightly up on the corresponding period in 2019. It has to be noted that increases in business start-ups often follow a big increase in unemployment as a response to difficult labour market conditions. Job posting data suggests that job vacancies have fallen by 25% during the pandemic.
- We have seen huge declines in city and town centre footfall, in line with national and regional trends. At the height of the lockdown footfall in Bradford City dropped to 20% normal levels with a similar picture in our town centres. Although this has started to increase and is now around 60% of pre-coronavirus levels, it is not clear when footfall will fully recover.

2.2 Modelling commissioned by the West Yorkshire Economic Recovery Board demonstrates the significant impact this crisis will have on businesses and communities. Even in the event of a relatively strong recovery, the District economy is still set to contract by up to 10% in 2020 - in line with latest OBR forecasts.

The UK economy is expected to grow by 5.5% next year, then 6.6%, then 2.3%, then 1.7% and then 1.8%. This means it will be the end of 2022 before UK GDP recovers to pre-Covid levels. These forecasts assume a Free Trade Agreement (FTA) with the EU with forecasts for GDP significantly lower if a FTA is not reached and the UK reverts to World Trade Organisation (WTO) rules. The central forecast for a WTO scenario predicts it would be Autumn 2023 before GDP recovers to pre-Covid levels. The impact on Bradford GVA of the main OBR scenarios is shown in the Chart below.



### **3. DEVELOPING OUR APPROACH TO RECOVERY**

- 3.1 The ambition that was set out in the Economic Strategy, Pioneering, Confident and Connected for 2018-30 - to grow our economy, get more people into work, and improve the skills of our residents – is now more important than ever. Working with PwC, the Bradford Economic Recovery Board have drafted a Bradford Economic Recovery Plan that sets out the actions we need to take now and over the next two years to accelerate our recovery from Covid-19 by sustaining employment and boosting productivity whilst continuing to build a more inclusive, sustainable and resilient economy for the subsequent period.
- 3.2 The current economic strategy is focused on unlocking the growth potential of four key opportunities;
- Our young and enterprising population: ensuring all our people are equipped with the skills and confidence to succeed.
  - Our distinctive offer: using our unique architecture, heritage and cultural assets to create compelling investment propositions and an environment for growth.
  - Our growth potential: building on our business and sector strengths to drive innovation, increase productivity and create wealth.
  - Our globally connected district: improving our transport infrastructure and digital connectivity to strengthen our global trading links and access new markets.
- 3.3 Before the Covid-19 pandemic, we had begun to deliver on this ambition: employment had increased by 10,700 between 2017/18 and 2019/20, median weekly earnings had increased from £489 to £537 and we were working to strengthen the District's position in the global economy. We attracted interest and inward investment from national names including PwC, NEC and Channel 4 and we were ranked by Barclays as the best place to start a business and featured in The Sunday Times as one of the top cities for growth
- 3.4 The Bradford District Economic Recovery Board have reviewed our 2018 Economic Strategy in the light of the impacts and challenges of the pandemic and key megatrends that will shape the economy in the future.
- 3.5 The partnership support the aim for Bradford District to become the UK's fastest growing economy, performing above the national average on key metrics of economic performance. The complex challenges of the Covid-19 pandemic only serve to make it more important than ever to deliver on these opportunities for the district but also to reflect them in our Recovery Plan.
- 3.6 The development of the Economic Recovery Plan has been directed by the Bradford District Economic Recovery Board. The Board is a partnership, chaired by Professor Zahir Irani, Deputy Vice Chancellor, University of Bradford with membership from across the business community, public sector partners, education and voluntary sectors.

### **4. BRADFORD ECONOMIC RECOVERY PLAN FRAMEWORK**

- 4.1 The Economic Recovery Plan proposes a series of actions to take now and over the next two years to accelerate our recovery from Covid-19 by sustaining employment and boosting productivity whilst continuing to build a more inclusive, sustainable and resilient economy for the subsequent period.

- 4.2 The plan is informed by what we already know of the district – its challenges, significant assets and unfulfilled potential – the known impact of Covid-19, what we can reasonably assume about the future, by the opportunities afforded through regional devolution and by our ambitions to deliver inclusive and sustainable economic growth to which more people can contribute and benefit from.
- 4.3 The plan is also aligned to the priorities outlined in the wider West Yorkshire Economic Recovery plan.
- 4.4 **Our Ambition** - Despite the unforeseen impact of Covid-19, our long-term ambition for Bradford’s economy in 2030 remains unchanged. Our aim is still to grow skills, jobs, productivity and earnings so that Bradford is the UK’s fastest growing economy and we are performing above the national average. This means;
- Increasing the value of Bradford’s economy faster than the UK average
  - Getting more people into work to bring employment rates closer to UK rates; and
  - Improving the skills of residents to close the gap to UK levels.
- 4.4 To achieve that, our Economic Recovery Plan needs to respond both to endemic local challenges and to emerging “megatrends” that can accentuate such challenges as set out in the table below.

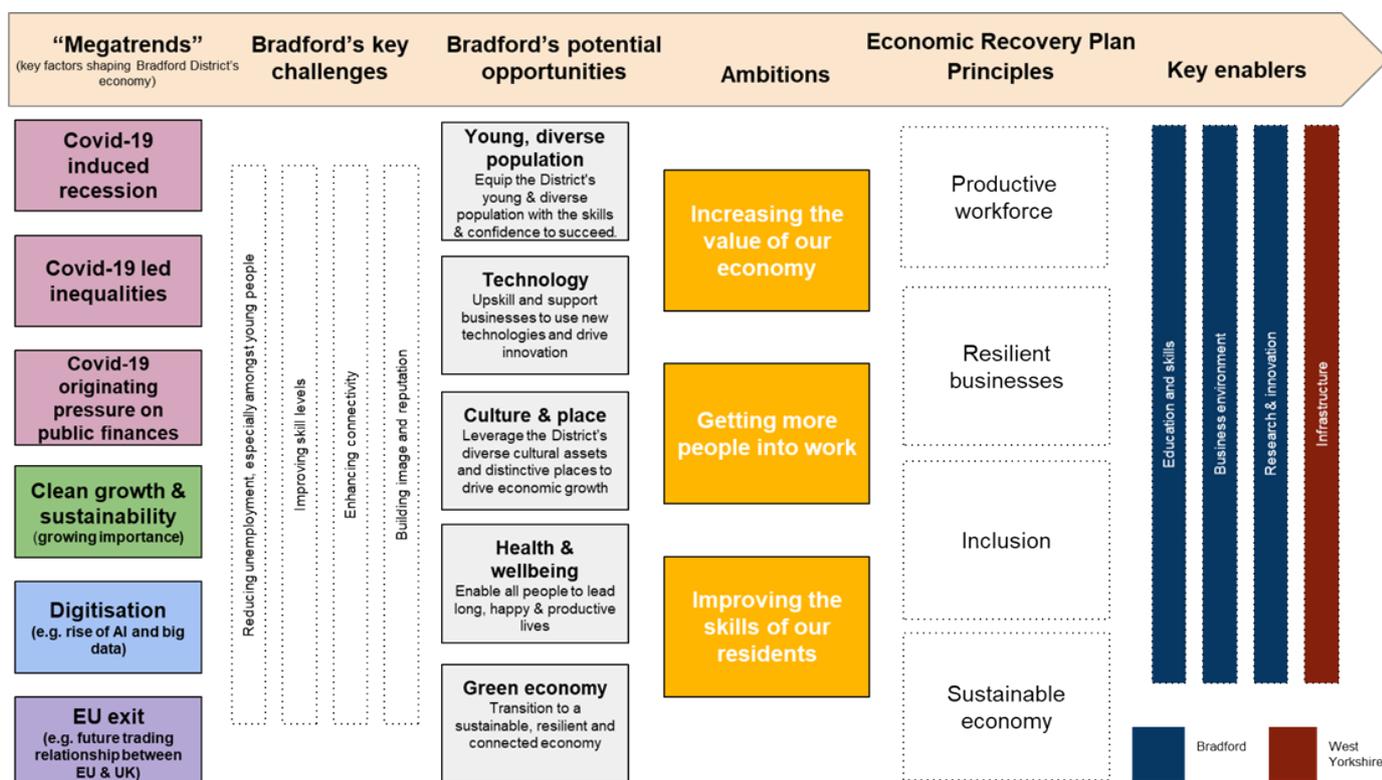
Key Megatrends	Key Local Challenges
<ul style="list-style-type: none"> <li>• The effects of the sustained economic fallout from Covid-19;</li> <li>• The rise in inequalities that Covid-19 has provoked;</li> <li>• The increased pressure on public finances;</li> <li>• The UK’s exit from the EU;</li> <li>• Faster growth of the digital economy;</li> <li>• The emergence of the green economy.</li> </ul>	<ul style="list-style-type: none"> <li>• A rapid rise in unemployment amongst young people;</li> <li>• A sustained gap in skills;</li> <li>• Poor connectivity; and</li> <li>• Building our image and reputation.</li> </ul>

- 4.5 The plan also identifies five areas of opportunity for Bradford, some of which will be made possible by the acceleration of a ‘new economy’ based on developments in the application of digital technology, commitments to decarbonisation and the growth of more purpose-driven businesses. These areas of opportunity are:
- Equipping our **young, diverse population** with the skills and confidence they will need to succeed in our evolving economic environment in sectors where Bradford has the best growth potential;
  - Supporting businesses to adapt to and exploit developments in **technology** by upskilling and supporting businesses to use new technologies and drive innovation;
  - Leveraging Bradford’s diverse **cultural assets and distinctive places** to drive economic growth;
  - Accelerating the development of Bradford’s **green economy** by transitioning to a sustainable, resilient and connected economy; and
  - Promoting and enabling better **health & wellbeing** by enabling all people to lead long, happy & productive lives.

4.6 To realise the opportunities and overcome the challenges, our Recovery Plan is based on actions spread across four key enablers:

- Education and Skills – enabling residents to access employment and support jobs growth across the district
- Business Environment – encouraging business start-ups and attracting new businesses and investment
- Research and Innovation – promoting growth through strong collaborations across academia (notably University of Bradford), industry and government
- Infrastructure – improving the quality of our physical and digital infrastructure

4.7 The figure below summarises the framework used to shape the Economic Recovery Plan.



## 5. BRADFORD DISTRICT ECONOMIC RECOVERY PLAN DELIVERY

### 5.1 Key Interventions

Our planned interventions fall into three broad categories:

- Those that we will undertake with the support of our partners across Bradford District: in some cases, this will involve building on our existing initiatives but in others it will involve new interventions;
- Those where we want to work with partners in the region, notably the West Yorkshire Combined Authority and the Leeds City Region Local Enterprise Partnership to pursue our mutual goals: together, this partnership working can bring new investment to the District and greater local influence on how and where resources are spent; and
- Those where we want to work with the Government to seize the immediate opportunities to boost skills, employment and productivity and so contribute to 'levelling up' the national economy as well as contributing to its other priorities, for example achievement of Net Zero.

## 5.2 Priorities

Building on the extensive array of existing activity taking place in the District, our proposed priorities for the key areas of opportunity are summarised in table below:

Category	Intervention	Alignment to opportunity areas	Overview
Immediate asks	Make Bradford a Learning City	Young, diverse population	Leverage Bradford's Skills House to mobilise resources in every sector to promote inclusive learning, from basic to higher education and make Bradford a UNESCO Learning City
	Access to Work	Young, diverse population	Support residents find job opportunities and develop their skills to make them more employable and the economy more resilient
	Inspire, Reskill and Upskill	Young, diverse population	The SkillsHouse partnership will inform the development of vocational provision, including higher level skills - with a cohesive offer for employers, the self-employed and the unemployed
	Neighbourhood retrofit	Green economy	Building on existing plans in the District to retrofit individual homes and public buildings and developing the concept and strategy for creating '15-minute neighbourhoods' retrofitted to enable sustainable living
	Business support simplification	Cross-cutting	Provide a unifying positive image for Bradford as a place to live, work and play which can be communicated to communities within the region through the District's leaders to promote the many opportunities Bradford District offers
	Bradford District Business House	Cross-cutting	Provide an impartial central resource, support and guidance for entrepreneurs and new start-ups by establishing a single body of experts working under one banner to help businesses navigate/co-ordinate business support
	Implementation of 'Culture is Our Plan'	Culture and place	Build on Bradford's City of Culture bid to implement our 10-year cultural strategy for the District to attract investment and act as a lever for multiple District-wide interventions
	Building an inclusive health and care economy	Health and wellbeing	Build an inclusive health and care economy through the power of anchor institution collaboration, based on the development of a highly effective and compassionate integrated workforce based on a world class medical, health and care learning infrastructure
	Act Early North	Health and wellbeing	Make the case for a new research centre in Bradford Institute of Health Research focusing on preventative health policy and early years measures to help create research jobs and attract wider investment to the District
	Northern Powerhouse Rail	Cross-cutting	Secure commitment for the Bradford station to be on the new Northern Powerhouse Rail (NPR) line
Aspirational	Creation of a sustainable food supply system	Green economy	Build on the District's existing assets and activity to develop a sustainable food supply system and build the District's reputation as a sustainable food hub
	Development of the supply chain for hydrogen LGVs	Green economy	Position the District's automotive businesses to win opportunities in the fuel cell electric vehicles supply-chain through having a UK 'test-bed' fleet of hydrogen light goods vehicles
	Construction of a circular economy demonstrator	Green economy	Encourage local businesses to invest in reprocessing of recycled or bi-product materials and positioning the District as an exemplar of the circular economy in the UK
	Greening the City	Culture and place	Develop a new green space and a new green park in the city centre
	Assessing the potential of Heritage Action Zone designation	Culture and place	Support the business needs of the cultural and creative sector by utilising vacant space and improving the visitor and citizen experience

## **6. NEXT STEPS**

- 6.1 We believe that the current economic crisis can be turned to our advantage. By supporting change in the economy and encouraging new ways of working, we have a narrow, but real, opportunity to position Bradford better and deliver greater wellbeing for all.
- 6.2 Our ability to do this is helped by the big change in political attitudes we have seen since Covid-19. Bolder economic and social strategies are gaining force in policy debates around the world. The pandemic is the chance to reset our economy to create a healthier, more equitable, and more sustainable future. We need to use all the levers at our disposal, including taking advantage of devolution and the levelling-up agenda.
- 6.3 We have responded with speed and agility during the crisis to ensure our communities and businesses are supported through this difficult unprecedented time. We are already taking forward some immediate actions that our approach identifies, and our Council Plan (2021-25) commits us to a number of new initiatives. Other actions will require collective action across the district, working collaboratively with the mayoral West Yorkshire Combined Authority to leverage support and funding and making the case for additional support from Government.
- 6.4 This report recommends that we ask the Bradford Economic Partnership to oversee the next steps for this work and use this Economic Recovery Plan to inform the District's approach to economic recovery. The Economic Partnership will consider how we support economic recovery across the whole district. This work will be convened by a new chair as Dave Baldwin stood down from his chair role of the Economic Partnership in summer 2020. The process to replace his role is currently underway.
- 6.5 Where the recommendations fall under the remit of wider partnership boards, such as the skills plan and the culture strategy– the recommendation is that this work will be progressed by these partnership boards. This economic recovery work will also be fed into the process for the Shipley and Keighley Towns Fund Boards to support recovery for these parts of our district.

## **7. FINANCIAL & RESOURCE APPRAISAL**

- 7.1 The interventions in the Economic Recovery Plan will be for the partnership, including the Council to consider the delivery of. Many of the interventions are for the private sector and wider partners to support. The financial impact of actions arising from the Economic Recovery Plan will be considered at a future Executive meeting as required.

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

- 8.1 It is intended that delivery of Economic Recovery Plan will be overseen by the Economic Partnership Board, part of the wider Health and Wellbeing board structure.

## **9. LEGAL APPRAISAL**

- 9.1 The Economic Recovery Plan has been prepared under the Local Authority's General Power of Competence as provided in the Localism Act 2011, Section 1.

- 9.2 While there is no statutory duty on Local Authorities to produce an economic plan they are free to determine the breadth and depth of assessments of the economic condition of their area, ensuring a reflection of local priorities.
- 9.3 The agreement and implementation of the Economic Recovery Plan will require further decisions in due course and the legal implications of the specific proposals being recommended will need to be considered at that time

## **10. OTHER IMPLICATIONS**

### **10.1 EQUALITY & DIVERSITY**

- 10.1.1 Inclusion is one of the key principles of the Economic Recovery Plan with a commitment to an economy that everyone can contribute to and benefit from.

There is significant evidence that the COVID pandemic has had a greater economic impact on those with protected characteristics, who are more likely to work in the sectors most affected. This includes BAME communities, women, younger adults and people on low incomes in more insecure work. In line with the District Economic Strategy, the recovery plan aims to drive actions that specifically target under-represented groups and specific areas of deprivation. It will also address underlying historical labour market disparities and improve workforce diversity ensuring greater economic participation and opportunity.

- 10.1.2 If required, equality impact assessments will be considered as part of the delivery framework.

### **10.2 SUSTAINABILITY IMPLICATIONS**

- 10.2.1 Sustainability is a key principle underpinning the Economic Recovery Plan approach which aims to achieve sustainable and long term economic growth through relevant interventions and investment. This includes consideration of sustainable use of resources, innovation approaches to best use of assets and resources. This will be supported by a focus on green jobs and enabling a more circular economy.

### **10.3 GREENHOUSE GAS EMISSIONS IMPACTS**

- 10.3.1 Our recovery plan will align with our commitment to meet the Leeds City Region target of zero carbon emissions by 2038. Developing the Green economy is a key focus of the recovery plan.

### **10.4 COMMUNITY SAFETY IMPLICATIONS**

- 10.4.1 Ensuring equality of access to economic opportunity and promoting local economic development will address deprivation that underpins the geographic disparities across the district and create a fairer district.

### **10.5 HUMAN RIGHTS ACT**

None

### **10.6 TRADE UNION**

None

## **10.7 WARD IMPLICATIONS**

The recovery plan will take a district wide approach which focuses on understanding and supporting the economic role of all communities and wards across Bradford.

## **10.8 IMPLICATIONS FOR CORPORATE PARENTING**

There are no issues in relation to corporate parenting.

## **10.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

There are no impacts arising from this report on data protection and information security matters.

## **11. NOT FOR PUBLICATION DOCUMENTS**

None

## **12. RECOMMENDATIONS**

It is recommended that:

- Executive would like to thank Professor Zahir Irani and the Economic Recovery Board members for their valuable contribution to this crucial area of work
- Executive note the approach to Economic Recovery outlined in this report and the accompanying Bradford District Economic Recovery Plan.
- Recommend that the Economic Partnership takes the lead in taking this plan forward and uses the plan to inform the District's approach to economic recovery supported by other appropriate partnership boards including the Skills Partnership and the Sustainable Development Partnership.
- That these plans are progressed for the whole District, working with the Keighley and Shipley Towns Fund Boards and other partnerships.

## **13. APPENDICES**

- Appendix A – Bradford District Economic Recovery Plan

## **14. BACKGROUND DOCUMENTS**

- Pioneering, confident and connected – An economic strategy for Bradford District 2018-2030
- West Yorkshire Economic Recovery Plan

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# Bradford District's Economic Recovery Plan

[December 2020]

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# Foreword

Covid-19 has had a profound, adverse impact on Bradford District: it has led to loss of life, loss of liberty, a shrinking economy and greater inequality. Looking to the future, it threatens the livelihoods of many of our residents, with further challenges yet to come as the UK exits from the European Union.

Now, more than ever, we need to take steps to initiate a dynamic economic recovery that is right for Bradford. The Bradford Economic Recovery Board - a diverse and inclusive group of Council and business leaders, partner organisations and key stakeholders – was established to develop our Economic Recovery Plan.

Based on stress testing our existing Economic Strategy, we have identified key actions we need to take over the next two years to recover our pre-Covid-19 economic progress whilst continuing to build a more inclusive, sustainable and resilient economy. We have also outlined key steps we may need if we are to fulfil our ambitions subsequently: 'Building a Better Future' (Years 2-4) and 'Thriving & Resilient' (Year 5+).

Our aim is to be bold. We want to transform the District to create the conditions in which our businesses can become more competitive and we can tackle inequality by promoting and celebrating equality, diversity and inclusion. We must help our young talent to develop and prosper whilst recognising the powerful, positive link between a healthy population and a strong, sustainable economy.

We have focused on how business can be supported, how skills can be developed, how our diverse cultures and local assets can be leveraged so that we can take advantage of the opportunities presented by the growth of the digital and green economies. We want to make sure that business can develop and apply new ideas to bring value to the District.

Just as the development of this Plan has been a collaborative process, so its delivery will need everybody in the District to work together. We will play our part, but we also want to leverage support from the private sector and other stakeholders. We will also need additional support and resources from outside the district from the West Yorkshire Combined Authority and the Government if we are to achieve our ambitions.

Professor Zahir Irani, Deputy Vice-Chancellor, University of Bradford – Chair of Bradford Economic Recovery Board

# ***Executive summary***

Bradford District is home to a young, enterprising and creative population and strong and productive businesses. It can also boast to be one of the most multicultural and diverse places in the UK.

Our Economic Strategy developed in 2018 set out the District's ambition "to grow our economy, get more people into work, and improve the skills of our residents".

Covid-19 has, however, had a severe adverse effect on our economic performance. UK GVA is expected to contract by approximately 11.3% in 2020 and, at 9.4%, the unemployment rate (as measured by the claimant count) in Bradford District in October 2020 was 4.3 percentage points higher than in March 2020, making it the fourth highest in the country. The claimant rate amongst young people aged 16-24 (11.4%) is among the highest in the country and rose faster than the overall claimant rate. This has worsened youth unemployment everywhere in the District, especially in hotspots such as Manningham, Tong and Keighley Central wards. People from Black, Asian and minority ethnic (BAME) communities have been disproportionately affected by the health impacts of the pandemic and are also more likely to work in jobs and sectors most affected. This has exacerbated the economic inequalities across the District.

These impacts have undermined progress towards our ambition for the District and exposed and amplified many of our longstanding challenges such as high youth unemployment and low social mobility. Moreover, Covid-19 has the potential to leave long lasting 'scars' on our economy if the potential of our people is lost due to increasing spells of unemployment and investments and innovation are deferred. Our immediate prospects depend on controlling the pandemic, responding effectively and addressing the effects of the UK's exit from the European Union (EU) and leveraging the opportunities from devolution.

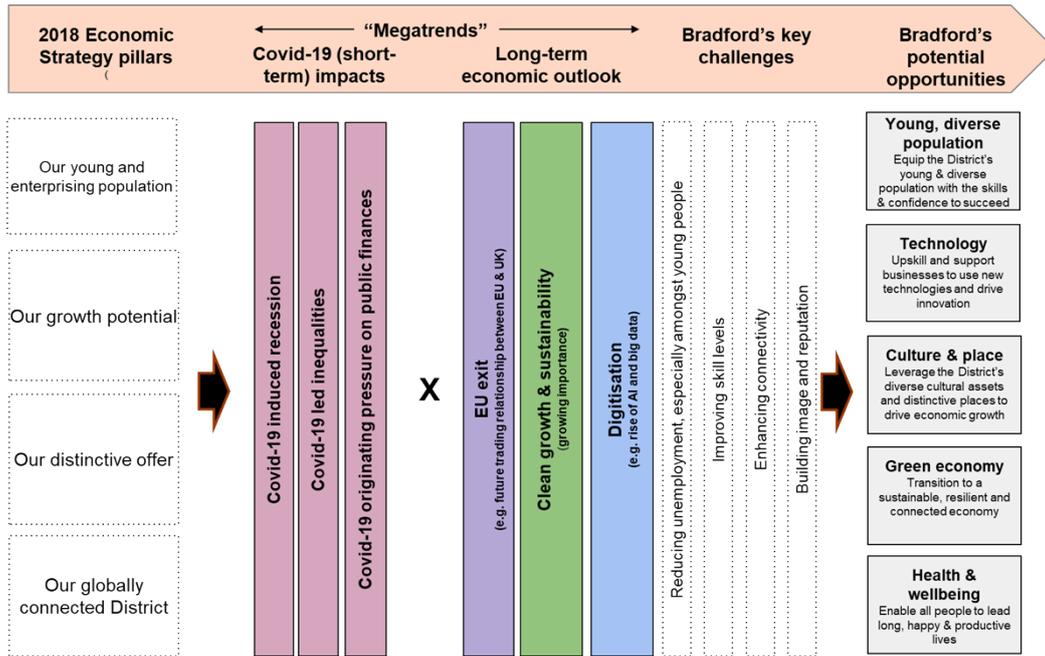
## ***Our Economic Recovery Plan***

This Economic Recovery Plan sets out the actions we need to take now and over the next two years to accelerate our recovery from Covid-19, by sustaining employment and boosting productivity whilst continuing to build a more *inclusive, sustainable and resilient* economy for the subsequent period.

Our overall aim is still for Bradford District to become the UK's fastest growing economy, performing above the national average on key metrics of economic performance. To achieve that, our Economic Recovery Plan needs to respond both to local challenges and to emerging "megatrends" that can accentuate such challenges but also bring new opportunities.

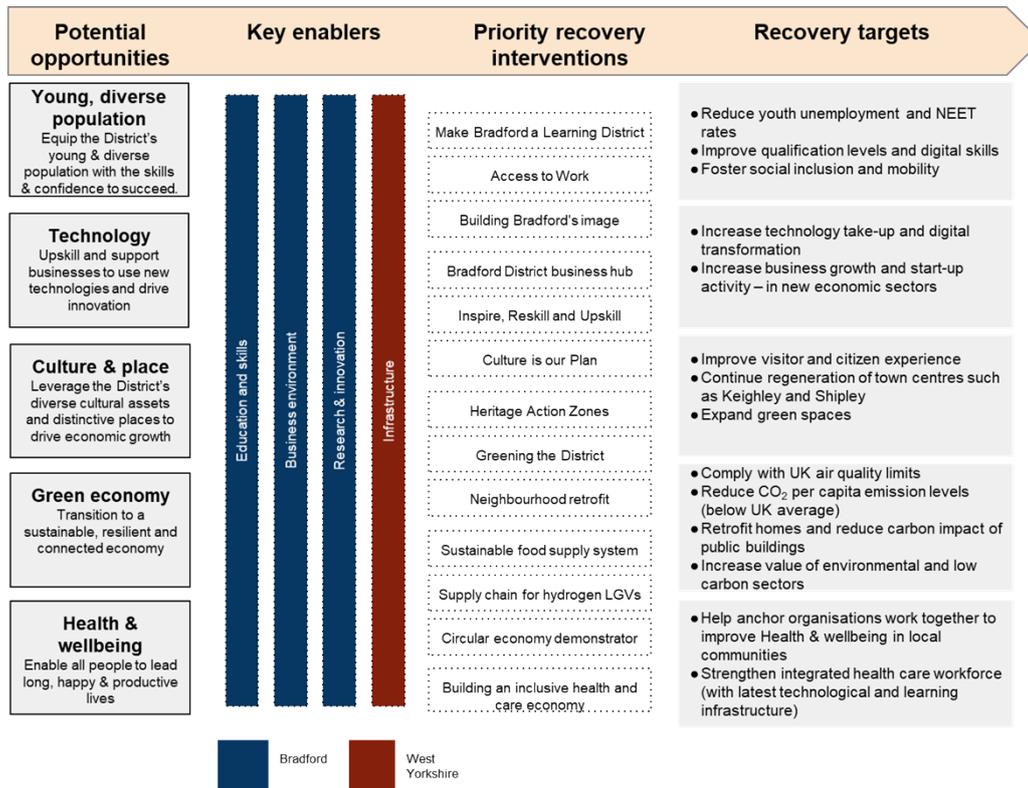
We have reviewed our 2018 Economic Strategy in the light of these megatrends and challenges, identifying key new areas of opportunity for Bradford District (see Figure 1), some of which made possible by the acceleration of a 'new economy' based on developments in the application of digital technology, commitments to decarbonisation and the growth of more purpose-driven businesses, with a reduced environmental footprint and more concern for their social impact.

Figure 1: Revisiting Bradford District's opportunities



Based on our current strengths as a District, we set key recovery targets, whose attainment will be initiated in the next two years via selected priority recovery interventions (see Figure 2). Full completion of targets needs a long-term follow up of key areas of action.

Figure 2: Capitalising on Bradford's opportunities



To realise the opportunities and overcome the challenges, our Recovery Plan is based on actions spread across four broad areas:

- **Education and skills:** will raise skill levels, including developing new skills, enabling more citizens to enter the labour market and fill vacancies and / or transition to jobs in growth sectors requiring these new skills. In addition, strengthening the skills base can generate employment in new, growing sectors such as technology, the green economy, culture and health.

- **Business environment:** will capitalise on the strong culture of entrepreneurship we have in the District by promoting and facilitating access to support and resources for new start-ups and growth businesses. This will encourage new business creation locally and the attraction of businesses to the area - also facilitating regeneration across the District.
- **Research and innovation:** will allow us to pursue our ambitions, especially those related to digital technology, health and the green economy, particularly via strong collaborations across academia (notably the University of Bradford), business and the public sector.
- **Infrastructure:** will be the backbone of our recovery and long-term productivity by improving the quality and accessibility of our digital infrastructure (e.g. broadband coverage and 5G) and our physical infrastructure. The latter is key to boosting regeneration of our towns as well as aligning with our ambitions for a green recovery based on sustainable transport and city-centre green spaces.

## Structuring our priorities - key interventions

To achieve these objectives, the interventions we propose use all the levers at our disposal and align to national objectives such as devolution and the levelling-up agenda. Our planned interventions fall into three broad categories:

- Those that we will undertake with the support of our partners across Bradford District;
- Those where we want to work with partners in the region, notably the West Yorkshire Combined Authority and the Leeds City Region Local Enterprise Partnership; and
- Those where we want to work with the Government to seize the immediate opportunities to boost skills, employment and productivity and so contribute to 'levelling up' the national economy as well as contributing to its other priorities, for example achievement of Net Zero.

Building on the extensive array of existing activity that is taking place in the District, we have organised our priorities against each of the key opportunities, and divided them into two categories:

- **Immediate asks** - interventions which are well-developed and can be delivered in the next two years; and
- **Aspirational** - interventions which require further development and are for delivery in the longer term.

Category	Intervention	Alignment to opportunities	Overview
Immediate asks	Make Bradford a Learning District	Young, diverse population	Leverage Bradford's Skills House to mobilise resources in every sector to promote inclusive learning, from basic to higher education
	Access to Work	Young, diverse population	Support residents find job opportunities and develop their skills to make them more employable and the economy more resilient
	Inspire, Reskill and Upskill	Young, diverse population	Use the SkillsHouse partnership to develop vocational provision, including higher level skills with a cohesive offer for employers, the self-employed and the unemployed
	Neighbourhood retrofit	Green economy	Build on existing plans in the District to retrofit individual homes and public buildings and develop the concept and strategy for creating '15-minute neighbourhoods' retrofitted to enable sustainable living
	Building Bradford's image	Cross-cutting	Provide a unifying positive image for Bradford as a place to live, work and play which can be communicated to communities inside and outside the District as its leaders promote the many opportunities Bradford District has to offer
	Bradford District business hub	Cross-cutting	Simplify business support provision and provide an impartial central resource, support and guidance for entrepreneurs and new start-ups by establishing a single body of experts working under one banner to help businesses navigate/co-ordinate business support
	'Culture is Our Plan'	Culture and place	Build on Bradford's City of Culture bid to implement our 10-year cultural strategy for the District to attract investment and act as a lever for multiple District-wide interventions
	Building an inclusive health and care economy	Health and wellbeing	Build an inclusive health and care economy through the effective collaboration between key partners such as the NHS, the University of Bradford and the Wolfson Centre for Applied Health Research, based on the development of a highly effective and compassionate integrated workforce based on a world class medical school, health and care learning infrastructure
	Act Early North	Health and wellbeing	Make the case for a new research centre in Bradford Institute of Health Research focusing on preventative health policy and early years measures to help create research jobs and attract wider investment to the District
	Northern Powerhouse Rail	Cross-cutting	Secure commitment to a new Bradford city centre station on the new Northern Powerhouse Rail (NPR) line
Aspirational	Sustainable food supply system	Green economy	Build on the District's existing assets and activity to develop a sustainable food supply system and build the District's reputation as a sustainable food hub
	Supply chain for hydrogen light goods vehicles (LGVs)	Green economy	Position the District's automotive businesses to win opportunities in the fuel cell electric vehicles supply-chain through having a UK 'test-bed' fleet of hydrogen light goods vehicles

Category	Intervention	Alignment to opportunities	Overview
	Circular economy demonstrator	Green economy	Position the District as a UK exemplar of the circular economy and encourage local businesses to invest in reprocessing of recycled or bi-product materials
	Greening the District	Culture and place	Develop new green spaces, including a new green park in the city centre
	Heritage Action Zone	Culture and place	Assess the potential for designating Little German as a Heritage Action Zone to support the needs of the cultural and creative sector by utilising vacant space and improving the visitor and citizen experience

# Introduction

## **Bradford District's economic ambition**

Bradford District is located at the centre of the Northern Powerhouse. It is a beautiful place, with a stunning architectural heritage and countryside. It is also home to young, enterprising and creative people and strong and productive businesses. It is one of the most multicultural and diverse areas in the UK, as well as being globally connected by businesses trading across the world and families.

In 2018, recognising that the next decade would be crucial for the economy, our Economic Strategy set out the District's ambition "to grow our economy, get more people into work, and improve the skills of our residents". Specifically, our aim was to:

- Be the UK's fastest growing economy;
- Increase the value of Bradford District's economy by £4 billion to £14 billion;
- Get 20,000 more people into work; and
- Improve the skills of 48,000 residents.

Before the Covid-19 pandemic, we had begun to deliver on this ambition: employment had increased by 10,700 between 2017/18 and 2019/20<sup>1</sup>, median weekly earnings had increased from £489 to £537<sup>2</sup> and we were working to strengthen the District's position in the global economy. We attracted interest and inward investment from national names including PwC, NEC and Channel 4 and we were ranked by Barclays as the best place to start a business and featured in The Sunday Times as one of the top cities for growth<sup>3</sup>.

Like the rest of the UK, Covid-19 has had a severe adverse effect on our economic performance and the way the economy is working. The scale and nature of the changes have undermined our progress, exposed and amplified many of our longstanding challenges as well as bringing new opportunities and challenges. Behind the headline statistics are personal hardships and tragedies. We have seen the loss of good businesses and many more are struggling to survive. There has been a sharp increase in the level of unemployment, particularly amongst younger people and those in our most disadvantaged communities. We owe it to our businesses and communities as well as future generations to act and forge a great long term economic future for the District.

Our immediate prospects are, at best, uncertain; they depend on how the pandemic is controlled and how we respond collectively to it. They are also influenced by other factors, notably the effect of the UK's exit from the European Union (EU). This makes it even more important that we find ways to mitigate the risks whilst continuing to deliver on our long-term ambitions for the District, but to do so we need to revisit our approach and priorities. The Bradford Economic Recovery Board (BERB) - a diverse and inclusive group of Council and business leaders, partner organisations and key stakeholders chaired by a senior academic from the University of Bradford - has been established to produce this Economic Recovery Plan for the District.

## **Purpose of this Economic Recovery Plan**

The primary purpose of our Economic Recovery Plan is to stress test our Economic Strategy to take account of the profound changes in the public health and economic context and set out the actions we need to take now and over the next two years to recover our pre-Covid-19 economic progress whilst building a more inclusive, sustainable and resilient economy. As such, it is intended to build on the steps the Council has already taken - in conjunction with others - to relieve some of the immediate impacts of Covid-19. This Economic Recovery Plan also outlines some of the actions that should be considered in the medium and longer term to fulfil our ambitions in the next subsequent phases: 'Building a Better Future' (Years 2-4) and 'Thriving & Resilient' (Year 5+). We expect to develop our longer-term plan when we iterate our Economic Strategy in 2022. By developing this Economic Recovery Plan, we want to inspire collaborative action and leverage support from the private sector and other stakeholders and establish a clear business case for further government investment.

Our Economic Recovery Plan is set out in three further sections:

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<sup>1</sup> Office for national Statistics, Annual Population Survey, People in employment, October 2017-September 2018 compared to July 2019-June 2020

<sup>2</sup> Office for National Statistics, Annual Survey of Hours and Earnings, Median gross weekly income (resident analysis), 2018 to 2020

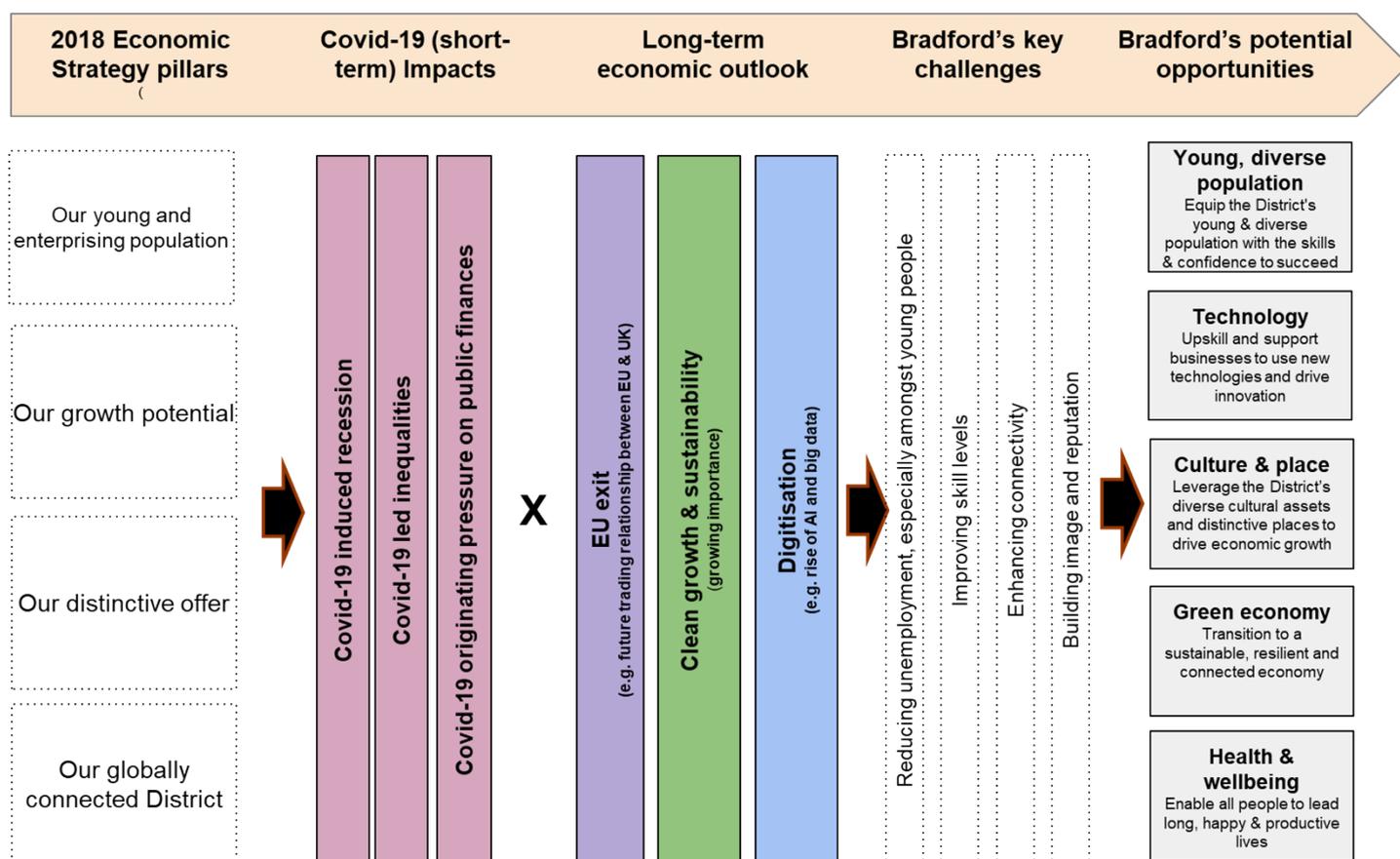
<sup>3</sup> Sunday Times, 'Best Places for Business 2020', 9 February 2020

- We summarise our assessment of the implications of Covid-19 and other changes we have seen and expect to see for Bradford's economic opportunities and challenges and, hence, for our economic priorities;
- We describe our response to these opportunities and challenges, setting out the vision and guiding principles underlying our approach, describing the enabling steps we want to take and articulating the impact we want to achieve. In developing our response, we have been determined to align our Economic Recovery Plan with other existing and anticipated strategies and plans, in particular those of the Government and the West Yorkshire Combined Authority (WYCA) Economic Recovery Plan.
- We set out how we will implement and deliver our Economic Recovery Plan, focusing on the 15 interventions that we see as critical to its success in the next two years and beyond.

# How Bradford District's opportunities and challenges are being reshaped

Our first task in developing the Economic Recovery Plan has been to assess how far our existing Economic Strategy will enable us to address the actual and expected impacts of Covid-19 and the other potentially significant developments in the economic environment since our Economic Strategy was developed in 2018. In particular, we have considered the potential impact of the UK's exit from the EU and the accelerated development of both the green and digital economies. Our aim has been to assess the opportunities we have as well as the challenges we face realising them. Our approach is summarised in Figure 3.

Figure 3: Approach to stress testing the Economic Strategy



## Our existing Economic Strategy

Our existing Economic Strategy seeks to leverage Bradford District's three key assets: our people, our businesses and our places and communities. It focuses on unlocking opportunities arising from:

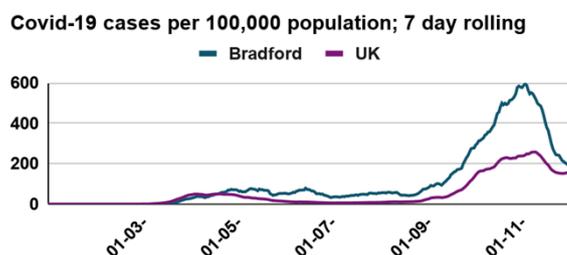
- Our young and enterprising population, ensuring that all are equipped with the skills and confidence to succeed;
- Our growth potential, building on our business and sector strengths to drive innovation, increase productivity and create wealth;
- Our distinctive offer, leveraging the District's unique architecture, heritage and cultural assets to create compelling investment propositions and provide an environment for growth; and
- Our globally connected District, by improving our transport infrastructure and digital connectivity to strengthen our international trading links and access to new markets.

## Bradford District's changing economic environment

Since March 2020, Covid-19 has fundamentally altered the economic environment within which we want our long-term Economic Strategy to succeed. The outlook is for further change. Indeed, we recognise that a 'new normal' may emerge even if its precise shape is not yet certain. We want to anticipate the potential impacts rather than react to them.

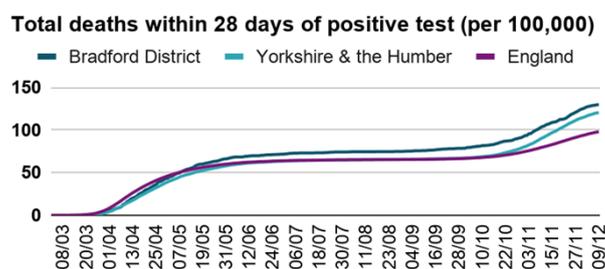
In Bradford District our rate of identified Covid-19 cases has been above the national average, being especially pronounced in September to November 2020 (see Figure 4): the rate peaked at nearly 600 identified cases per 100,000 in early November, two times the national average. Very sadly our death rate from Covid-19 has also been above the national average. As a result, the District has been subject to some of the most stringent restrictions of any area in England (see Figure 5).

Figure 4: Daily Covid-19 cases per 100,000 population



Source: Office for National Statistics

Figure 5: Total deaths within 28 days of positive test (per 100,000)



Source: Office for National Statistics

## The impact of Covid-19 to date

The economic impacts of the measures taken to contain the public health effects of Covid-19 have been profound since they were introduced. They have affected Bradford District's economy in five main ways:

- **Full and partial lockdowns** have led to the closure of many businesses in March 2020 resulting in a sharp fall in economic output - UK Gross Domestic Product (GDP) fell by 26% between January and April 2020<sup>4</sup>. The accommodation and food services, other services<sup>5</sup>, construction and transport sectors were hardest hit. Although the economy was gradually reopened, significant parts have now been closed down again so that, in November 2020, UK GDP was still 15% lower than in January 2020<sup>6</sup>.
- **Supply chain disruption** - businesses have been disrupted as suppliers have temporarily paused trading due to lockdown restrictions or weak demand: in the most recent Business Impact of Covid-19 Survey (BICS) (covering 19/10/2020 - 01/11/2020) 43.7% of businesses across the UK were able to get the materials, goods or services from within the UK in the last two weeks whilst 17.5% were able to but needed to change suppliers and 6.3% were unable to - the final 32.5% of businesses replied 'not applicable' to the survey question<sup>7</sup>. The scale of this impact has grown with the introduction of lockdown. In the Business Impact of Covid-19 Survey (BICS) running from 06/04/2020 - 19/04/2020, 48.9% of businesses were able to get the materials, goods or services from within the UK in the last two weeks, this proportion rose to 73.9% in the BICS covering 10/08/2020 - 06/09/2020. As referenced above, this figure has fallen again in the most recent Business Impact of Covid-19 survey.
- **Labour supply reduction** - social distancing measures initially saw non-essential workers working from home for an extended period and/or workers needing to care for children or other dependents, but the adverse impact has eased as schools reopened and businesses have adapted workplaces to accommodate social distancing requirements. The

<sup>4</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020

<sup>5</sup> Other services include: Activities of membership organisations, repair of computers and household goods, and other personal service activities

<sup>6</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020

<sup>7</sup> Office for National Statistics, Business Impact of Covid-19 Survey (BICS), 19/10/2020 - 01/11/2020

[<https://www.ons.gov.uk/economy/economicoutputandproductivity/output/datasets/businessimpactofcovid19surveybicsresults>]

latest evidence shows that the workplace for 23% of individuals was closed and 55% were being asked to work from home<sup>8</sup>. In addition, working time has been lost to sickness linked to Covid-19.

- **Uncertainty** - reduced levels of business and consumer confidence have weakened demand, especially discretionary consumer spending (as some major purchases have been deferred) and lower business investment. Despite this, at the end of October, two thirds of businesses in Yorkshire & the Humber expected to survive for the next three months (compared to the national average of 57.8%)<sup>9</sup>.
- **Policy response** - the Government has mitigated some of the impact of Covid-19 on the economy by spending over £280 billion since March 2020, initially supporting jobs and incomes using the Coronavirus Job Retention Scheme (CJRS), the Self-Employment Income Support Scheme (SEISS) and by providing loans, grants and tax deferrals to business. It has also provided incentives for businesses to retain staff beyond the end of the furlough scheme and new job creation and training schemes, such as the Kickstart Scheme. At the same time, the Bank of England has reduced the Bank Rate to 0.1%, made an additional £450 billion of asset purchases and increased banks' incentives to lend to small and medium sized enterprises (SMEs). Although support was reduced as restrictions were eased in summer and early autumn, it has been reintroduced during the most recent lockdown.

We have seen some substantial economic impacts:

- **GVA** in the UK is expected to contract by 11.3% in 2020<sup>10</sup>.
- Across the UK, the biggest falls in **output** were in accommodation and food services, construction and other services throughout the UK (see Figure 6)<sup>11</sup>.
- **UK private consumption** is expected to fall by nearly 10% in 2020 while the household saving ratio peaked at a record high of 28% in Q2 2020 before falling back to around 7.5%<sup>12</sup>.
- During the first lockdown, **footfall** in Bradford city centre fell to 20% of normal levels, which had a dramatic impact on many high-street businesses, although it recovered to around 60% of pre-Covid-19 levels in October 2020, before the second national lockdown. The drop in footfall in Keighley, although similar in profile, was less severe.
- **Unemployment in Bradford District** - as measured by the number of claimants - rose by 82% between March 2020, before the first lockdown, and October 2020 so that the rate (as a % of 16-64 year old residents) was 9.4% in October 2020, 4.3 percentage points higher than March 2020, making it the fourth highest in the country<sup>13</sup>.
- **Young people's claimant rate in Bradford District** (as a % of 16-24 year old residents) is among the highest in the country and rose faster than the overall claimant rate to 11.4% in October 2020 from 6.0% in March 2020<sup>14,15</sup>. This has worsened youth unemployment everywhere in the District, but especially in hotspots such as in Manningham, Tong and Keighley Central wards.

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<sup>8</sup> Office for National Statistics, Coronavirus and the social impacts on Great Britain, 18/11/2020-22/11/2020;

[<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandwellbeing/datasets/coronavirusandthesocialimpactsongreatbritaindata>]

<sup>9</sup> Office for National Statistics, Business Impact of Covid-19 Survey results, 19/10/2020 - 01/11/2020;

[<https://www.ons.gov.uk/economy/economicoutputandproductivity/output/datasets/businessimpactofcovid19surveybicsresults>]

<sup>10</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020 [<https://obr.uk/efo/economic-and-fiscal-outlook-november-2020/>]

<sup>11</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020 [<https://obr.uk/efo/economic-and-fiscal-outlook-november-2020/>]

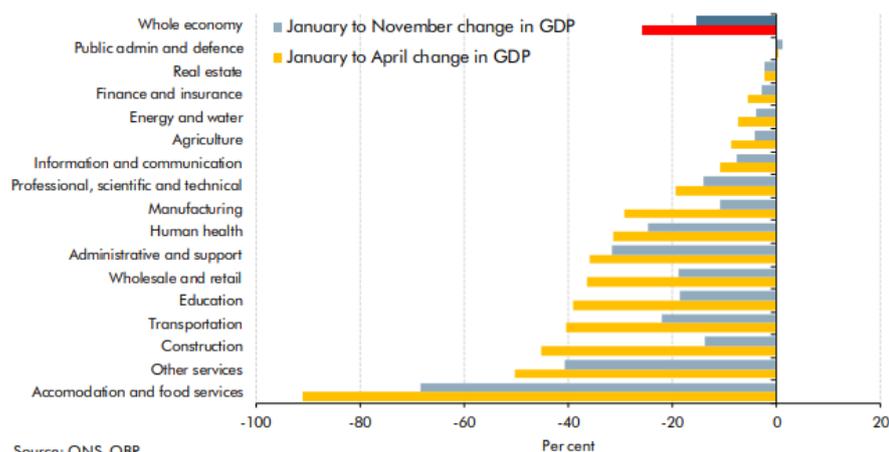
<sup>12</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020 [<https://obr.uk/efo/economic-and-fiscal-outlook-november-2020/>]

<sup>13</sup> NOMIS, Claimant count by sex and age, Claimants as a proportion of residents aged 16-64, March 2020- November 2020

<sup>14</sup> NOMIS, Claimant count by sex and age, Claimant count, March 2020 - November 2020

<sup>15</sup> NOMIS, Population estimates - local authority based by single year of age, 2019

Figure 6: Change in GDP by sector (January – November 2020 compared to January to April 2020)



Source: ONS, OBR

Source: Office for Budget Responsibility, *Economic and Fiscal Outlook*, November 2020

The economic effects of Covid-19 have affected some people more than others. Across the UK, certain groups of the population have been disproportionately affected by the health impacts of the virus itself<sup>16</sup>. This includes those living in poverty, people from Black, Asian and minority ethnic (BAME) communities, those with disabilities, women, and migrants. Many of these groups have also been hit hardest economically because they are more likely to work in sectors most adversely affected, such as hospitality and retail. Moreover, with businesses less likely to hire in the face of uncertainty, young people have also been badly impacted in terms of access to employment. A recent study by the Institute for Fiscal Studies shows that many minority groups have younger populations and younger people are more likely to work in sectors that have been shut down<sup>17</sup>. Furthermore, considering those on furlough, young workers were more likely to be out of work by September 2020 than older workers (see Figure 7)<sup>18</sup>.

Figure 7: Change in employment status of those employed pre-Covid-19 (February-September 2020)



Source: Resolution Foundation, *'Jobs, jobs, jobs'*, October 2020

Further details of the economic impact of Covid-19 are summarised in [Appendix A](#).

### The short-term economic outlook

How Bradford District's economy recovers from the shock of Covid-19 in the next two years is conditioned by the unprecedented scale of its economic impact to date and the disruption it has caused. Analysis of previous recessions

<sup>16</sup> Resolution Foundation, 'A new settlement for the low paid', June 2020

<sup>17</sup> Institute for Fiscal Studies, 'Are some ethnic groups more vulnerable to Covid-19 than others?', May 2020

<sup>18</sup> Resolution Foundation, 'Jobs, jobs, jobs', October 2020 [<https://www.resolutionfoundation.org/publications/jobs-jobs-jobs/>]

since the Second World War suggests that it takes around 2½ years to reach pre-recession output levels. This recession, however, is a lot deeper, although there are grounds for expecting a fast recovery because of the unusual nature of its effects. Nonetheless, the effects on our local economy could be with us for many years to come unless we act now to accelerate the recovery.

It also depends on how the public health impacts of Covid-19 can be and are managed and the terms on which the UK leaves the EU, in particular the basis of the trading relationship.

Management of the public health impacts will be affected by:

- The stringency, timing and effectiveness of restrictions to control spread of Covid-19;
- The effectiveness of test, trace and isolate measures; and
- The timing of access to vaccines and their effectiveness.

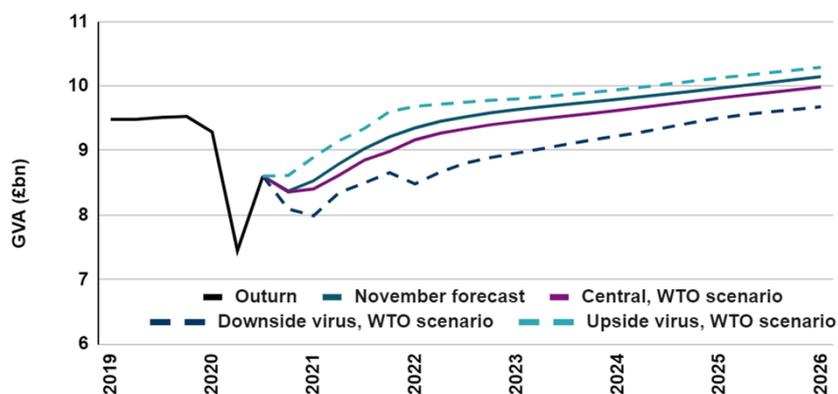
The basis on which the UK leaves the EU on 31 December 2020 was still unclear at the time our Recovery Plan was developed. Nonetheless, however the UK leaves the EU, our businesses will need to adapt to new regulations and trading relationships in the coming years.

Recent analysis by the Office for Budget Responsibility highlights the short-term implications of Covid-19 for the UK economy under three different scenarios:

- The downside scenario implies a fall in GDP of 12% in 2020 with pre-virus peak (in Q4 2019) not being reached until the end of 2024;
- The central (November) forecast envisages that GDP will fall by 11% in 2020, but will recover quickly, growing by 5.5% in 2021 and 6.6% in 2022, returning to the pre-virus peak by the end of 2022; and
- The upside scenario, where a vaccine is available in the first part of 2021, will see GDP fall by 10.6% in 2020 and grow at the same rate in 2021 (compared to 0.9% in the downside scenario)<sup>19</sup>.

Figure 8 shows projections for the GVA of Bradford District based on the OBR's forecasts for the UK economy in its latest Economic & Fiscal Outlook In November 2020.

Figure 8: Actual and projected GVA for Bradford District (2019 - 2026)



Source: OBR, CBMDC analysis

Covid-19 has the potential to leave long lasting 'scars' on the economy's capacity if:

- Investment in physical capital and innovation is deferred due to the heightened uncertainty and increased debt incurred during the pandemic;
- Firm specific capital and knowledge are lost due to business failures; and
- Human capital is lost due to sustained unemployment as the economy restructures away from contact-intensive sectors, people retire earlier, and more days are lost to sickness as both employees and employers become more cautious.

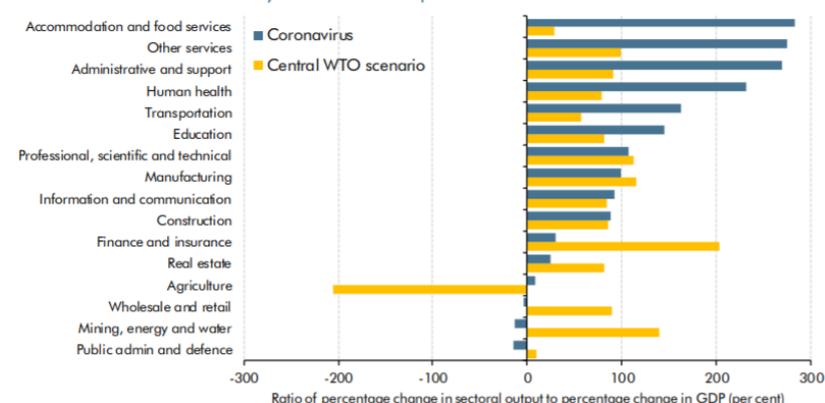
The impact of the UK's exit from the EU also has the potential to drive long-term impacts on the economy. A 'no deal' exit would mean that the UK would default to World Trade Organisation (WTO) terms. Recent analysis suggests that the sectoral effects would be quite different to those of Covid-19 as Figure 9 illustrates. The most impacted sectors include manufacturing, financial services and mining and quarrying services - as outlined by the following figure. Short-term

<sup>19</sup> Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020 [<https://obr.uk/efo/economic-and-fiscal-outlook-november-2020/>]

disruption would be driven by changes to administrative, policy and customs requirements. However, long-term economic impacts would be driven by increased tariffs and wider trade barriers meaning that the UK and EU would be unable to benefit from fully leveraging their comparative advantages.

Figure 9: Relative intensity of sectoral output hits: virus versus WTO scenario

Chart B.1: Relative intensity of sectoral output hits: virus versus WTO scenario



Source: Office for Budget Responsibility, Economic and Fiscal Outlook, November 2020

In practice, the nature and pace of Bradford District’s economic recovery will be influenced by how far local and national policy:

- Helps to prevent business failure from adversely affecting productive capacity and supports business to respond to new market opportunities: this will depend, in part, on the generosity (i.e. duration and coverage) of existing and planned support schemes for business;
- Mitigates the effects of potential sustained disruption to supply chains;
- Maintains real wages and prevents workers from leaving the labour market (e.g. potentially because of a long-lasting crisis); and
- Creates financial stability, for example if corporate and household insolvencies spill over into the financial sector leading to a slow down in bank lending and an adverse impact on growth.

Further details of the forecasts we have reviewed are summarised in [Appendix B](#).

### **The longer-term forces shaping a “new normal”**

Both our Economic Recovery Plan and our refresh of the Economic Strategy also need to consider the potential longer term implications for Bradford District of Covid-19 and the UK’s exit from the EU as well as the other forces for change that seem likely to continue to affect our economy.

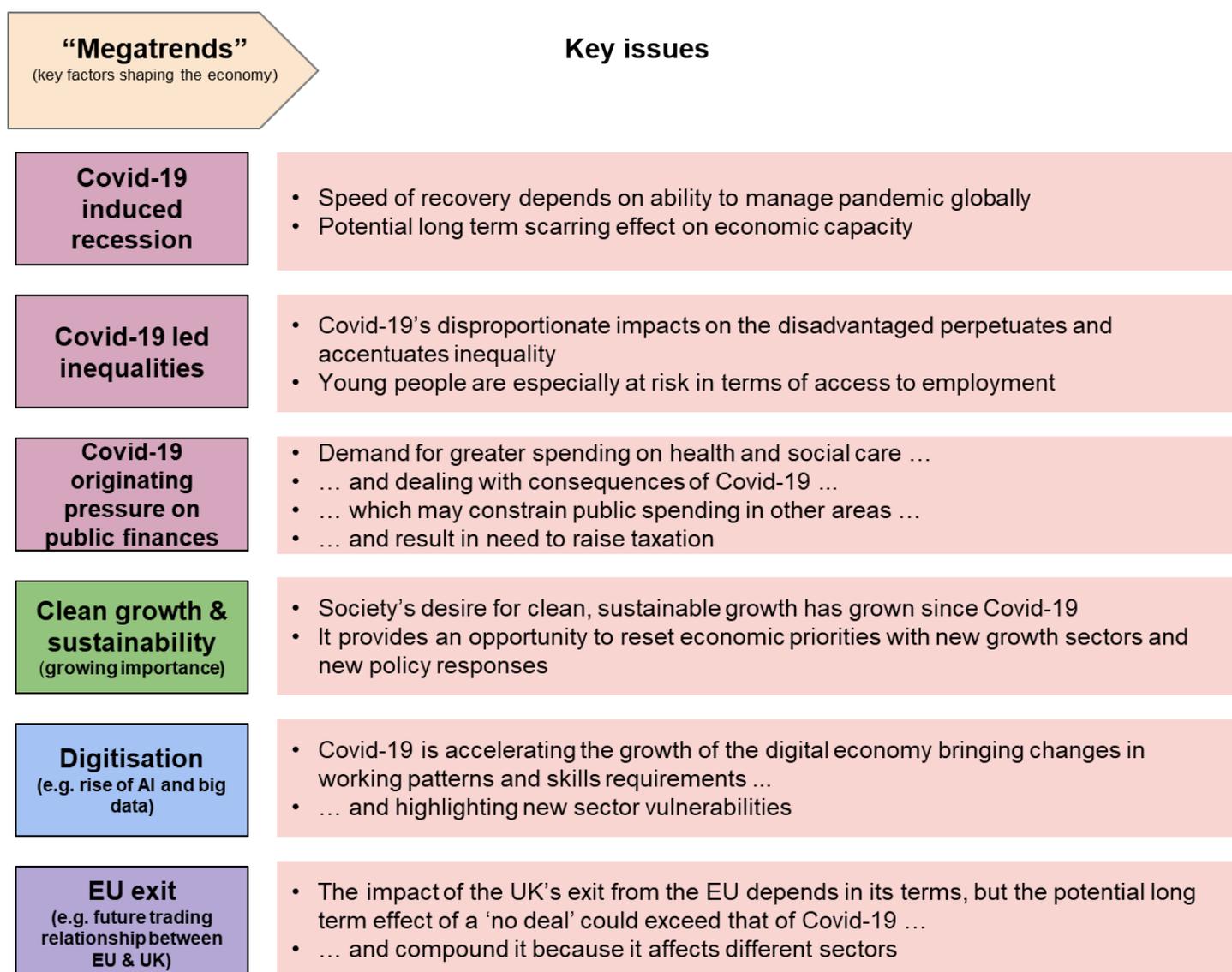
Even before the impact of Covid-19, a “new economy” was emerging in many developed countries led by developments in the application of digital technology, commitments to decarbonisation and the growth of more purpose-driven businesses, with a reduced environmental footprint and more concern for their social impact. Covid-19 has accelerated this transformation, offering the prospect of a healthier, more equitable, and more sustainable future. In Bradford District, we need to be alert to what these changes could mean for us.

Our analysis suggests that our Economic Recovery Plan needs to respond to six key “megatrends” (see Figure 10):

- The effects of the sustained economic fallout from Covid-19;
- The rise in inequalities that Covid-19 has provoked;
- The increased pressure on the public finances as future governments seek to reconcile the costs of continuing to mitigate the impacts of Covid-19, demand for extra spending on health and social care and the need to restore balance between spending and revenue<sup>20</sup>;
- The UK’s exit from the EU will also require the economy to adjust, affecting different sectors to Covid-19 and with a larger, adverse impact on long-term economic performance;
- The acceleration of the structural adjustment associated with the growth of the digital economy; and
- The acceleration of the structural adjustment associated with the growth of the green economy.

<sup>20</sup> Pressure on the public finances will affect local government in Bradford District in two ways: directly, if the local authority is expected to fund more of its spending, and indirectly, as the level of government spending which benefits Bradford District is lower than might otherwise be expected

Figure 10: Megatrends affecting Bradford District's economy



Further details of the supporting evidence are summarised in [Appendix B](#).

### **Implications for Bradford District**

Covid-19 has shone a light on fundamental structural problems that have blighted the UK for generations. As the Prime Minister has recognised: 'too many parts' of the country have been 'left behind, neglected, unloved'<sup>21</sup>. The prospect of EU exit and other transformative forces are reshaping and, in some cases, accentuating the challenges we face in Bradford District, but they are also revealing new opportunities for us to pursue.

### **Stress testing our existing Economic Strategy**

We have tested how Bradford District's existing Economic Strategy, in particular the opportunities and challenges it seeks to address, is likely to be affected by the trends we have identified. We recognise that Covid-19 has accelerated important economic transformations: we will not simply go back to 'normal' once we are able to manage Covid-19. We have assessed how the opportunities targeted by our current Economic Strategy have been and are likely to be impacted - see Table 1.

<sup>21</sup> Prime Minister, 'Economy speech', June 2020

Table 1: Impact of “new normal” on Bradford District’s Economic Strategy

Bradford District Economic Strategy opportunities	Bradford District’s challenges pre Covid-19	Implications for Bradford District
Our young and enterprising population	<ul style="list-style-type: none"> <li>• Relatively high birth rates and international inward migration mean that the population is growing</li> <li>• Employment rates have lagged the UK average over the past decade</li> <li>• BAME women make up three quarters of employment gap</li> <li>• Vulnerable ‘hard-to-reach’ communities lack access to training, work or education</li> <li>• Skills gaps persist at the top and bottom of the labour market: 14% of the working age population have no qualifications (vs. 8.3% at UK level); 25% are qualified to degree level (vs. 37% UK level)</li> <li>• Large gaps in life experiences and opportunity remain between the richest and poorest; for example, a recent report ranked Bradford second in the country for areas with the least social mobility<sup>22</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Need to focus more on unemployment amongst those aged 16-24 which has doubled during the pandemic: young people leaving education will face the toughest job market in decades</li> <li>• Need to reduce the number of talented people leaving the District by providing strong economic, social and cultural reasons for staying</li> <li>• Need to focus more on inclusion since job losses are more likely to affect those who are already disadvantaged in the labour market</li> <li>• Need to protect against the risk to jobs requiring these mid-level skills from globalisation, technological change and automation</li> <li>• Need to facilitate job transition as a wave of horizontal moves is expected with laid off workers seeking work in different sectors</li> <li>• Need to reinforce support for skill-job matching efforts since people are now more likely to consider jobs for which they do not necessarily have the right skills or qualifications<sup>2324</sup></li> <li>• Need to rethink the skills considered relevant for upskilling programmes in addition to those skills specific to key sectors that are likely to grow (e.g. healthcare), transversal skills that can be used across occupations and sectors will likely increase in importance</li> <li>• Need to understand and counteract the impacts of automation, which is likely to accelerate as businesses seek to become more resilient increasing the risk of more jobs being displaced - adding pressure on young people</li> <li>• Need to pay more attention to the mental and physical health of people and business owners to boost productivity</li> </ul>
Our growth potential	<ul style="list-style-type: none"> <li>• The job density is low: 690 jobs per thousand work age population (vs. 840 nationally)</li> <li>• Productivity (measured as output per worker) is higher than other cities in the Northern Powerhouse</li> <li>• The low job density means that the business base needs to expand to be as productive as UK peers per head of population</li> <li>• A quarter of current jobs in Bradford are in occupations that are likely to shrink by 2030 and only 10% are in occupations that are likely to grow<sup>25</sup></li> <li>• Median weekly workplace earnings are less than the national average (£465 vs. £479)<sup>26</sup></li> <li>• Business creation in high-growth, high productivity sectors is slow</li> </ul>	<ul style="list-style-type: none"> <li>• Need to focus support on hardest hit sectors such as retail and hospitality</li> <li>• Greater need to ensure that businesses across the District can operate safely and adapt and thrive in the new conditions with more uncertainty</li> <li>• Need to prepare businesses for new ways of working accelerated by experience of lockdown and working from home</li> <li>• Need to identify new skills requirements as sectoral shifts accelerate</li> <li>• Greater need to support businesses with digital transformation</li> <li>• Needs to consider implications of more local spending</li> <li>• Need to understand which sectors offer the most growth potential for the District</li> <li>• Need to position Bradford District to benefit from a ‘Green Industrial Revolution’</li> </ul>

<sup>22</sup> Social Mobility Commission, <https://www.gov.uk/government/news/the-long-shadow-of-deprivation> (15.9.2020)

<sup>23</sup> The number of jobseekers leaving occupation fields blank when searching for jobs has risen 5 percentage points to 28% since March 2020

<sup>24</sup> <https://www.hiringlab.org/uk/wp-content/uploads/sites/3/2020/08/IndeedUK-Lockdown-Report-1.pdf>

<sup>25</sup> Centre for Cities, Cities Outlook 2018 report

<sup>26</sup> Office for National Statistics, Annual Survey of Hours & Earnings, 2020

Bradford District Economic Strategy opportunities	Bradford District's challenges pre Covid-19	Implications for Bradford District
	<ul style="list-style-type: none"> <li>Awareness and use of business support are poor, in part delivery is fragmented</li> </ul>	
Our distinctive offer	<ul style="list-style-type: none"> <li>Many areas, including high streets, have suffered years of decline</li> <li>Many homes are either empty and/or unfit</li> <li>Land and building are unused and under-utilised</li> <li>Underdeveloped visitor experience</li> <li>Potential investment sites are not well defined</li> <li>Poor connectivity holds back economic growth: Bradford is the largest place in the UK not on the mainline rail network</li> </ul>	<ul style="list-style-type: none"> <li>Need to get the visitor economy back on track</li> <li>More pressing need to adapt our offering to technological innovation, globalisation and environmental pressures that are changing the way we live and work</li> <li>Need to identify new business opportunities emerging for locally produced goods and services (as substitutes for ones supplied elsewhere) - EU Exit may exacerbate this</li> <li>Need to promote value of our local cultural assets</li> <li>Need to prepare people for the creative industry</li> <li>Need to adapt the role of town centres and high streets in light of more teleworking and less commuting - especially if they offer local community facilities, as people interact closer to home</li> </ul>
Our globally connected District	<ul style="list-style-type: none"> <li>Poor connectivity holds back economic growth: Bradford is the largest place in the UK not on the mainline rail network</li> <li>Digital inequalities persist: only 69% of properties in the 20% most deprived areas have access to superfast broadband</li> </ul>	<ul style="list-style-type: none"> <li>Greater need to plan our public spaces and infrastructure (for example, due to the shift online/home working).</li> <li>Greater need to understand the use of housing and commercial property as concentrations of those sectors where occupations are better able to work from home may see long term shifts in commuting patterns and housing and commercial property demand</li> <li>Need to consider implications of reduced car usage and more active travel</li> <li>Greater need to reduce digital inequalities since these have exacerbated access to the opportunities emerging after Covid-19</li> <li>Need to prepare businesses for a potential further rapid contraction of retail and commercial use in our District</li> </ul>

### ***The new opportunities***

Our recent review of the Economic Strategy explored the intersection of megatrends with our local context, resulting in a more comprehensive set of areas of opportunity:

- Equipping our **young, diverse population** with the skills and confidence they will need to succeed in our evolving economic environment in sectors where Bradford District has the best growth potential;
- Supporting businesses to adapt to and exploit developments in **technology** by upskilling and supporting businesses to use new technologies and drive innovation;
- Leveraging Bradford District's diverse **cultural assets** and **distinctive places** to drive economic growth;
- Accelerating the development of Bradford District's **green economy** by transitioning to a sustainable, resilient and connected economy; and
- Promoting and enabling better **health** and **wellbeing** by enabling all people to lead long, happy & productive lives.

**Young, diverse population:** With more than 25% of the population under 18, and over 330,000 people of working age, governments and businesses (working together) need to prioritise upskilling as a critical tool in navigating out of the crisis and into a world of stronger economic stability enabled through a high-skilled and intellectually mobile workforce. Though there is a relatively high number of new entrants to higher education<sup>27</sup>, currently only 25% of our adult population is qualified to degree level (vs. 37% UK level). There is a big opportunity to improve our human capital to support a more productive economy. There is a large potential for our diverse population to contribute to the economy, particularly BAME women, who made up three quarters of our employment gap.

<sup>27</sup> Leeds City Region Labour Market Information Report 2019/2020

**Technology:** Covid-19 has highlighted the significant digital divide, with digital poverty and poor digital skills. It has also increased unemployment - with further increases to be expected, in part due to structural economic changes and new ways of working which it has accelerated. A quarter of current jobs in Bradford District are in mid-skill occupations that are likely to shrink by 2030; only 10% are in occupations that are likely to grow<sup>28</sup>. But these changes also present an opportunity to make the District's economy more resilient: if we create the right business conditions, more jobs can be created. There is a large potential for digitally upskilling workers to be redeployed in high-growth sectors. To do this, we need to prepare our workforce so that job creation happens in Bradford District. This means better education and more effective upskilling. It is also about supporting businesses to realise the opportunities, especially in the digital economy from artificial intelligence and big data, by being agile, creative and innovative. Although our Economic Strategy identified the opportunity to do more to make Bradford District more distinctive in its offering to business and skilled individuals, we need to do more, building on existing sectoral strengths such as manufacturing, health and social care, through the topical lenses of green and digital activities, will help drive economic recovery.

**Green economy:** Despite the Covid-19 pandemic, the importance of transitioning to a more sustainable low-carbon economy has continued to gain momentum and move up the agenda for policymakers, businesses and investors. Unlike in previous recessions, where support has waned, the green economy is now widely seen as integral to global and national economic recovery - 48% of the UK public agree that the Government should respond "with the same urgency to climate change as it has with Covid-19" (compared with 28% who say not)<sup>29</sup>. The Prime Minister announced plans to stimulate a green industrial revolution, seeing it as the basis for 'building a better future' to stimulate employment<sup>30</sup>.

The District already has around 10,000 environmental sector jobs. Clean growth could add £11 billion to the Leeds City Region economy and create 100,000 extra skilled jobs for local people in sectors ranging from energy and utilities to innovative design to food to construction<sup>31</sup>. Bradford District is expected to require around 7,800 new jobs in the low carbon and renewable alone by 2030<sup>32</sup>.

The District is also home to some unique social, business and physical assets which, if fully and effectively harnessed, can position us well to take advantage of the opportunities available from clean and inclusive economic growth that creates new jobs, increases employment and incomes, and in turn supports improvements in health and well-being. In addition, the District's physical geography offers significant potential for the generation of renewable energy, flood alleviation and carbon sequestration measures. Furthermore, opportunities exist to develop local artisan economies, such as local food producers, farm shops and markets.

**Culture & place:** Bradford attracted 9.2 million visitors, bringing significant visitor spend<sup>33</sup>. We were proud to be named Europe's 'Emerging destination of the year' in 2018 by the Luxury Travel Guide, which called us a modern cosmopolitan city with a thousand stories to tell. But our hospitality sector has been one of the hardest hit by Covid-19.

Looking forward, we still believe that our cultural, heritage and natural assets will be a valuable basis from which to drive economic growth by attracting visitors, residents and businesses. We are supporting Bradford's bid to be the UK City of Culture in 2025. The District has a range of fine Victorian architecture and a wealth of heritage buildings that present opportunities for highly desirable living and working spaces. Encouraging and enabling the imaginative reuse of these assets will be an important focus of our recovery.

One effect of Covid-19 has been to demonstrate that home working can be effective and to encourage more people to think about moving from urban areas - which have tended to be where Covid-19 case have been concentrated - to less urban areas, often bringing with them valuable spending power<sup>34</sup>.

In addition, Bradford District is strategically located between Leeds and Manchester but currently lacks the transport infrastructure to realise fully the opportunities this presents. Northern Powerhouse Rail and other rail/infrastructure investment would enable better connectivity<sup>35</sup>.

**Health & wellbeing:** Covid-19 means that the value of good health and social care is better recognised. The pandemic has also added to pressures elsewhere in the health and social care systems. It is an economically significant sector which is expected to grow. Bradford District will gain by being well positioned to take advantage of initiatives aimed at

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<sup>28</sup> Centre for Cities

<sup>29</sup> The Independent, 'Public want radical response to climate change with same urgency as coronavirus, poll finds', 16 April 2020

<sup>30</sup> Prime Minister, 'The ten-point plan for a green industrial revolution', November 2020

<sup>31</sup> Research undertaken by Leeds City Region

<sup>32</sup> Local Government Association, 'Accelerating a sustainable economic recovery', 2020

<sup>33</sup> <https://www.bradford.gov.uk/business/bradford-economy/about-bradford-economy/>

<sup>34</sup> PwC, 'UK Economic Update', 2020

<sup>35</sup> [https://www.nextstopbradford.com/wp-content/uploads/2019/03/NPR\\_Bradford\\_Growth\\_Strategy.pdf](https://www.nextstopbradford.com/wp-content/uploads/2019/03/NPR_Bradford_Growth_Strategy.pdf)

ensuring a healthy workforce and society and by developing and attracting workers to support the development of its health and social care sectors. There is in particular a big potential in promoting universities coming together with employers to assess and plan for skills needed (especially health care).

*Box: Upskilling and innovation for green jobs*

“Now is the time to plan for a green recovery with high-skilled jobs that give people the satisfaction of knowing they are helping to make the country cleaner, greener and more beautiful.”, Boris Johnson, Prime Minister<sup>36</sup>.

Successful economic recovery depends on developing a suitably skilled workforce able to meet the needs of growth sectors. This is key to job creation. The emergence of the green economy is a vital source of growth for Bradford District. We need to support it in both the short- and long-term beyond this recovery plan.

The 10-point plan proposed by the Government in November 2020 will mobilise £12 billion of government investment, and potentially three times as much from the private sector. The launch of the Green Jobs Taskforce seeks to support the creation of 2 million skilled jobs to build back greener and reach net zero emissions by 2050.

Bradford District can set a new direction for the job market as we transition to a high-skill, low carbon economy

What support is needed for people in transitioning industries?

- Ensuring we have the immediate skills needed for building back greener, such as in-home retrofitting and the circular economy.
- Developing a long-term plan that figures out the skills needed to help deliver a net zero economy.
- Supporting workers in high carbon transitioning sectors, like oil and gas, to retrain in new green technologies.
- Stimulate demand for high value-added green infrastructure products and services. Improve the economics of delivery through scale effects<sup>37</sup>.

Whilst there is no shortfall of solutions that target decarbonisation and unemployment, delivering integrated policy solutions at speed and scale remains challenging. Currently, the relevant players across the value chain required to deliver technical solutions, operate largely independently. There is no common demand signal visible to all players. In time, the open market would respond with waterfall demand along the value chain but to accelerate this, a well orchestrated solution is required that takes an end-to-end value chain approach and encourages effective collaboration across the public and private sectors.

The first step for Bradford District is to convene a consortium of private sector companies across multiple industries in the end to end value chain such as housebuilding, wholesale distribution, field services, equipment, project management and utilities. Bringing together leading businesses from across the delivery chain will highlight a range of opportunities to accelerate the implementation of the 10-point plan and generate new jobs.

We believe that the current economic crisis can be turned to our advantage. By supporting change in the economy and encouraging new ways of working, we have a narrow, but real, opportunity to position Bradford better and deliver greater wellbeing for all.

Our ability to do this is helped by the big change in political attitudes we have seen since Covid-19. Bolder economic and social strategies are gaining force in policy debates around the world. The pandemic is the chance to reset our economy to create a healthier, more equitable, and more sustainable future.

We need to use all the levers at our disposal, including taking advantage of devolution and the levelling-up agenda. Further devolution of funding and powers will mean that we can take further steps to make our economy fairer, in part by creating a better sense of local connection and ownership among citizens. We want to work in partnership with Whitehall to develop and implement an ambitious Economic Recovery Plan.

<sup>36</sup> Prime Minister, Financial Times, 17 November 2020

<sup>37</sup> See <https://www.gov.uk/government/news/uk-government-launches-taskforce-to-support-drive-for-2-million-green-jobs-by-2030>

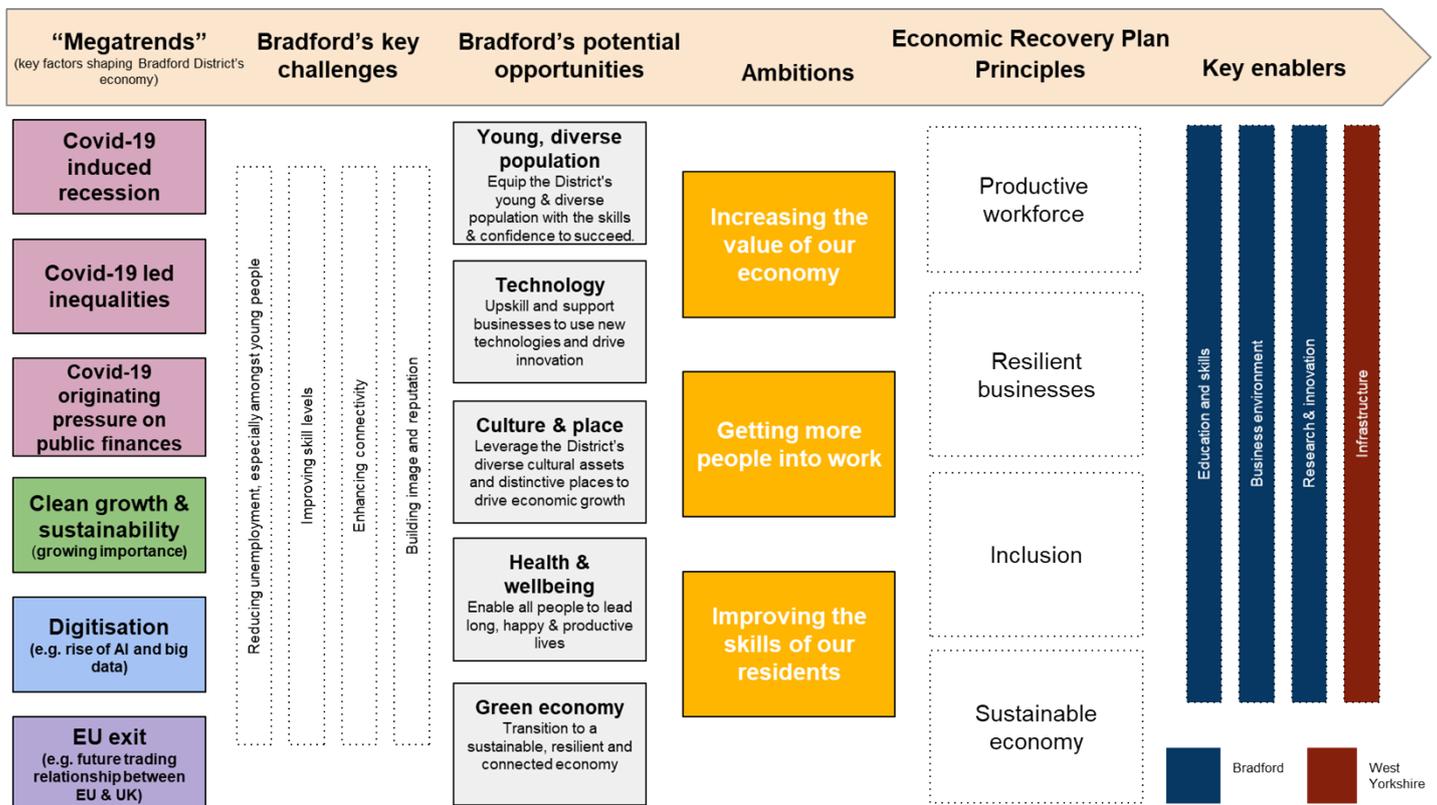
# Our Economic Recovery Plan

## Introduction

Our Economic Recovery Plan for Bradford District must respond to the changing economic context and opportunities. It must enable us to realise the new opportunities we anticipate beyond Covid-19 whilst addressing the key challenges we face. We need to be bold, ambitious and innovative in the actions we take. We must also build on our existing strengths. In short, we must continue to transform our economy to fulfil our ambitions.

We have built our Economic Recovery Plan around a set of ambitions, principles and enablers which we see as our response to the key challenges and opportunities we expect to arise from the “megatrends” we expect to shape the District’s economy (see Figure 11).

Figure 11: Framework for developing the Economic Recovery Plan for Bradford District



## Our ambition

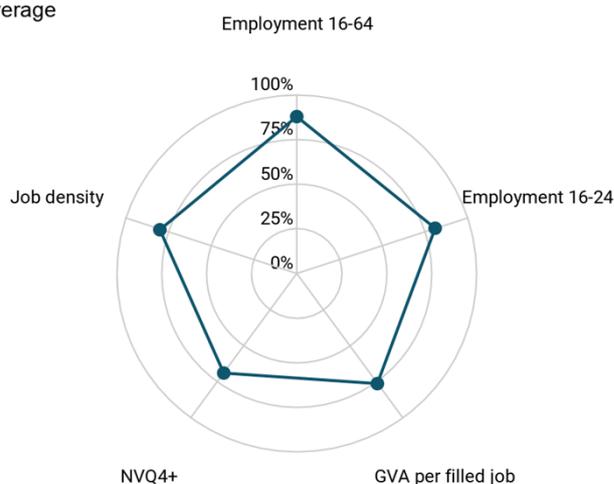
Despite the unforeseen impact of Covid-19, our long-term ambition for the District’s economy in 2030 remains unchanged. Our aim is still to grow skills, jobs, productivity and earnings so that Bradford District is performing above the national average (see Figure 12). This means:

- Increasing the value of Bradford’s economy faster than the UK average;
- Getting more people into work to bring employment rates closer to UK rates; and
- Improving the skills of residents to close the gap to UK levels.

Figure 12: Bradford District performance against UK average in key metrics

### Bradford performance

% of UK average



Source:

The purpose of our Economic Recovery Plan is to reset our economy so that we can accelerate our progress towards this long-term ambition by capitalising on the five distinct opportunities we have identified, namely:

- Equipping our **young, diverse population** with the skills and confidence they will need to succeed in our evolving economic environment in sectors where Bradford District has the best growth potential;
- Supporting businesses to adapt to and exploit developments in **technology** by upskilling and supporting businesses to use new technologies and drive innovation;
- Leveraging Bradford District's diverse **cultural assets and distinctive places** to drive economic growth;
- Accelerating the development of Bradford District's **green economy** by transitioning to a sustainable, resilient and connected economy; and
- Promoting and enabling better **health and wellbeing** by enabling all people to lead long, happy & productive lives.

It is also designed to enable us to address the key challenges that could slow our progress or even prevent us from achieving our ambition. This means:

- Reducing unemployment, especially among young people;
- Improving skill levels;
- Enhancing connectivity - both physical and digital; and
- Building our image and reputation, especially outside the District.

### Our principles for recovery

We want our Economic Recovery Plan to set us on a course to restore our economy in a way that is:

- **Productive** so that workers and businesses have the right tools to create more, higher value jobs which offers the foundation for rising living standards;
- **Inclusive** so that everyone can contribute to and benefit from it, building a fairer and more cohesive District: this means continuing to address underlying historical labour market disparities;
- **Sustainable** so that growth protects and enhances the natural environment, both locally and globally, and meets this generation's needs without compromising those of future generations; and
- **Resilient** so that growth can be sustained into the long term by unlocking new opportunities from the low-carbon, digital economy that will make the District stronger and more resilient to future economic shocks.

We need to be agile in our approach so that we can respond quickly and effectively to any further changes in either public health or the economic context so that we can address the new opportunities and challenges. To do this we will be committed to tracking our progress and learning any lessons as we move forwards. We also need to make sure that our goals for productivity and inclusion are compatible with those for sustainability and resilience.

We want to build on our strong track record of working with our partners to create a better Bradford District for all.

## Our targets

For each opportunity area, we have outlined indicative targets for the Economic Recovery Plan. Once they have been confirmed – as the proposed interventions are confirmed – we will use them to track our progress and adjust our approach if we need to.

Opportunity	Recovery targets
<b>Young, diverse population</b> Equip the District's young & diverse population with the skills & confidence needed to succeed.	<ul style="list-style-type: none"> <li>• Reduce unemployment, especially among people aged 16-24</li> <li>• Reduce proportion of young people who are not in education, employment or training (NEET)</li> <li>• Reduce proportion of working age population with no qualifications</li> <li>• Increase levels of digital literacy</li> <li>• Increase support for adult learners accessing further and higher education.</li> </ul>
<b>Technology</b> Support businesses to use new technologies and drive innovation.	<ul style="list-style-type: none"> <li>• Increase take up of business support</li> <li>• Increase satisfaction with business support</li> <li>• Increase number of business start-ups</li> <li>• Increase business growth rates</li> </ul>
<b>Culture &amp; place</b> Leverage the District's diverse cultural assets and distinctive places to drive economic growth.	<ul style="list-style-type: none"> <li>• Improve the visitor and citizen experience</li> <li>• Increase visitor numbers and spend</li> <li>• Increase the value of cultural and creative sectors and the number of jobs in these sectors</li> <li>• Create new spaces for living, work and leisure and enhance existing ones</li> </ul>
<b>Green economy</b> Accelerate the transition to a sustainable, resilient and connected economy.	<ul style="list-style-type: none"> <li>• Improve the quality and energy efficiency of homes and public buildings</li> <li>• Reduce levels of fuel poverty</li> <li>• Comply with UK air quality limits by 2022</li> <li>• Reduce CO<sub>2</sub> per capita emission levels and keep them below UK average</li> <li>• Develop local expertise and capabilities in retrofitting, sustainable food production, hydrogen LGVs and the circular economy</li> <li>• Increase the value of environmental and low carbon sectors and the number of jobs in these sectors</li> </ul>
<b>Health &amp; wellbeing</b> Enable all people to lead long, happy & productive lives.	<ul style="list-style-type: none"> <li>• Support the development of a healthy workforce to generate economic and social value</li> <li>• Adopt and integrate digital solutions into health and care delivery models and interventions</li> <li>• Begin development of a unique Bradford medical education and training undergraduate programme</li> </ul>

## Enablers to achieve our ambitions

We will only achieve our ambitions for both the Economic Recovery Plan and the longer-term if we take enabling actions in four broad, but interconnected, areas.

### Education and skills

Education and skills development are key enablers if we are to capitalise on the opportunity presented by our population. Developing the human capital of the District's population will encourage and enable more citizens to enter the labour market by accessing well paid, skilled employment and / or transitioning to jobs in different sectors requiring new skills. By targeting existing and expected skills gaps in the District, we can help to fill vacancies, improve matching efficiency and create the skills base so that businesses in the new and growing sectors (such as technology, the green economy, culture and health) have access to the skills they need and can help us to reduce the rate of unemployment rate, especially the proportion of the population who are NEET. It will also help us to retain skilled employees and local talent which is especially important for our young people.

### Business environment

We want a thriving business community in Bradford District to create good employment opportunities for local people and serve the needs of the District's consumers. To achieve this, we must make sure we encourage start-ups, small and micro business expansion. We must help them to adopt new ideas, processes and technologies so that they can develop products, services and employment in new and emerging sectors. We must also attract new businesses to the area by marketing Bradford District to prospective inward investors. This means making appropriate support available and accessible so that we can capitalise on the strong culture of entrepreneurship we have in the District. This will be vital in enabling Bradford businesses to capitalise on the opportunities we have identified so that they can provide the jobs our economy will need. It will also facilitate regeneration across the District.

## ***Research and innovation***

Investing in research and innovation will play an important role in enabling Bradford District to achieve its ambitions, particularly those relating to technology, health and the green economy. We want to encourage collaboration across academia, industry and government to foster economic and social development, building on the knowledge institutions in the District, notably the University of Bradford. We want to enhance our reputation for adopting new technologies, such as digital health, and developing distinct capabilities such as sustainable food production and the production of green hydrogen vehicles.

## ***Infrastructure: physical and digital***

Finally, we need to make sure that our physical and digital infrastructure enables us to capitalise on our opportunities. This means ensuring that our transport network gives us the physical connectivity we need to boost our productivity. At the same time, we want it to boost regeneration of our towns as well as aligning with our ambitions for a green recovery based on sustainable transport with a more efficient, extensive and greener public transport network.

Similarly, improvements to our digital infrastructure such as broadband and mobile coverage and the roll-out of full-fibre and, subsequently, 5G will enable both our businesses and citizens to be more digitally connected. This will drive innovation but reinforce the need for upskilling if we are to capitalise on the opportunity to boost productivity and create more jobs. Mobile coverage, particularly in less urban areas, can also bring benefits via connected healthcare. 5G could also support information sharing by a mobile health and social care workforce and will be important in Industry 4.0.

## ***Reinforcing the supply side: stimulating jobs***

If investments in education and skills are to deliver value as a response to Covid-19, they need to align with the current and expected demand from employers. Creation of new skilled jobs will only be made possible if we can attract business (by strengthening the business environment and selling Bradford to prospective investors), support business start-up and growth and boost competitiveness by encouraging collaboration between our local businesses and academia to drive innovation. Although this is a long-term endeavour - beyond the scope of this Economic Recovery Plan, it can play a valuable role in stimulating job creation.

Digital infrastructure will also enable innovation in new sectors of the economy, in particular in aspects of the green economy through efficient management of smart buildings, monitoring of the environment and connected transport. Close links exist, for example, between digitisation of manufacturing / Industry 4.0 – to reduce waste and generate more efficient production and processes - and the circular economy. We have strengths in manufacturing – can production lines be pivoted to new products and supply chains?

## ***Key interventions***

Our Plan sets out how we intend to respond over the next two years to drive economic recovery across the District as well as the issues we need to consider when we refresh our Economic Strategy in 2022. Our planned interventions fall into three broad categories:

- Those that we will undertake with the support of our partners across Bradford District: in some cases, this will involve building on our existing initiatives but in others it will involve new interventions;
- Those where we want to work with partners in the region, notably the West Yorkshire Combined Authority and the Leeds City Region Local Enterprise Partnership to pursue our mutual goals: together, this partnership working can bring new investment to the District and greater local influence on how and where resources are spent; and
- Those where we want to work with the Government to seize the immediate opportunities to boost skills, employment and productivity and so contribute to 'levelling up' the national economy as well as contributing to its other priorities, for example achievement of Net Zero.

We have some clear asks of our partners from the private, public and third sectors to help us deliver a successful recovery.

Below, we identify the priority actions we have identified for each opportunity area. We also describe three key cross-cutting interventions which are relevant to several opportunity areas: these relate to skills, business support and infrastructure. We distinguish those actions that we have already taken in the relief phase, our priorities for the recovery period and the key considerations for our long-term strategy.

## ***Young, diverse population***

Our vision is to leverage our young, diverse population as an asset. To do this, we need to provide them with the skills and confidence they will need to succeed in Bradford District's economy. In particular, we want them to contribute to those sectors of the economy which offer Bradford District the best growth potential.

We already have initiatives in place which are helping young people in the District:

- Our Opportunity Area Programme uses funding from the Department for Education to improve education standards and promote social mobility for young people, helping disadvantaged people to develop critical life skills;
- The Industrial Centres of Excellence are education-industry partnerships which equip young people with experiences and skills required for work by connecting education and business partners;
- SkillsHouse provides unemployed people with the skills and opportunities to find employment within Bradford District;
- Reach Higher enables 4,000 disadvantaged people to access high level education and training through graduate placements, mentor support and subsidies for employers; and
- Bradford Pathways is an employer-led model of careers and technical educational support designed to give young people the skills that employers need.

We are already working with West Yorkshire Combined Authority on two programmes to support recovery:

- [Re]boot which provides support over two years for people who are unemployed / at risk of redundancy to help them retrain with a line of sight to employment opportunities across West Yorkshire, delivered through the five districts, colleges and other providers; and
- Employment Hubs, another two-year programme, designed to facilitate access to advice and support, across West Yorkshire to enable individuals to access training, retraining and/or employment, particularly to new opportunities being created to support the Covid-19 recovery efforts.

Our priorities are targeted at the disproportionate challenges being experienced by young people, especially those in BAME communities. Evidence indicates that those from ethnic minority communities are, on average, younger than white British people and younger people are more likely to work in a sector vulnerable to shut down<sup>38</sup>. This suggests that young, ethnic minority individuals are more likely to be adversely impacted by Covid-19. Bradford District has a young and ethnically diverse population indicating this is a critical issue that needs to be addressed. Our Economic Recovery Plan aims to support those who are most impacted by providing them with the opportunity to upskill and/or engage in work.

Building on this existing activity, our priorities for the recovery period are as follows:

- **Making Bradford a learning District** - Providing our residents with opportunities through SkillsHouse, providing a District wide prospectus and careers portal
- **Providing access to work** - Offering opportunities to young people by making them more employable and the economy more resilient
- **Inspire, Reskill and Upskill** - Informing the development of vocational provision, including higher level skills - with a cohesive offer for employers, the self-employed and the unemployed.

Furthermore, the Council recognises that a successful future for the District depends on securing a successful future for our children. We want to make sure every child can reach their full potential regardless of where they live, cultural background or financial circumstance. This means offering the right help at the right time to ensure they are happy, healthy and achieving throughout their lives. A good education is central to this, and more is needed. We have been actively supporting schools to deal with Covid-19, including with infection control and provision of IT equipment and support to enable them to learn remotely.

Looking forward, as we refresh our Economic Strategy, we will need to make sure that our skills system in Bradford District is responding efficiently and effectively in delivering the skills needed in growth areas such as the green economy and the creative sector.

## ***Technology***

We want to help existing businesses in the District adapt to take full advantage of recent developments in technology. We also want Bradford District to be an attractive location for mobile business investment. To do this, we need to make sure that businesses have the support they need to use new technologies and drive innovation. We also want them to have (better) access to the workforce skills they'll need. At the same time, we want to support increased access to digital

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<sup>38</sup> The Institute for Fiscal Studies, Are some ethnic groups more vulnerable to COVID-19 than others? May 2020 [<https://www.ifs.org.uk/inequality/chapter/are-some-ethnic-groups-more-vulnerable-to-covid-19-than-others/>]

resources to tackle the risk of digital poverty. This means linking our skills policy and programmes with other efforts to support innovation and growth across the District so that we have the skills needed to drive workplace innovation and make jobs more productive.

Through our Economic Recovery Plan, we want to drive a technology led recovery in two ways:

- **Digitally upskilling Bradford:** several interventions already address the challenges and opportunities associated with the accelerated digital trends caused by Covid-19 which primarily include upskilling opportunities for generic, basic digital skills and more advanced, sector-specific tools. We want to develop a targeted programme to address digital poverty amongst vulnerable groups.
- **Providing digital infrastructure and capital:** In order to facilitate technological advancement, suitable equipment is required. This will include a wide variety of products such as full-fibre internet, laptops, software etc. This strand of work aims to support vulnerable individuals by providing important equipment to them, removing digital poverty barriers.

We also investigate the development of an Institute of Technology in Bradford that would bring together the University, further education colleges and employers to support the development of specialist skills that support local students with a route to technically skilled employment.

We already have the Digital Health Enterprise Zone (DHZE) which helps incubate and grow digital health businesses.

Looking forward, we see digital connectivity as a core part of making Bradford District globally connected with strong international trading links and access to new markets. We will continue to monitor what we do to stimulate concentrations of high-value production businesses, including in the digital technology sector, and facilitate the growth of small and medium sized enterprises.

## ***Culture & place***

Bradford District has a diverse, multicultural population as well as several distinctive cultural, heritage and natural assets which provide opportunities to stimulate growth and generate skilled employment based on attracting visitors and developing new living and working spaces. Covid-19 has meant that people spend more time near where they live. It has accelerated changes in the way the city centre, towns and public spaces are occupied. It has shifted patterns of use away from consumerism and retail to more experiential and cultural uses. As such, we want to use the recovery period to start to reimagine how we can use the District's assets and spaces for home, work and leisure so that we can regenerate the District: we want to explore the principle of 'reuse, don't rebuild' as a means of regenerating the District's existing cultural assets to create new spaces for living, work and leisure.

Our vision for culture and place in the context of economic recovery is based on leveraging our ambition to be the UK City of Culture in 2025 and using it to raise Bradford's profile globally. We want to make Bradford a compelling location for cultural and creative businesses to thrive by creating a business environment which supports and nurtures start-ups. We also want to create places that citizens are proud of.

We have already acted to leverage our cultural assets and distinctive places, for example:

- We formed a Cultural Place Partnership and a Cultural Recovery Board;
- We launched Bradford's bid for UK City of Culture 2025;
- We have commissioned a Night-time and Evening Economy Study, a City of Film Screen Strategy, and an economic impact study to assess economic impact of a successful City of Culture designation and a 10-year cultural strategy for the Bradford District;
- We are developing a 10-year cultural strategy, Culture is Our Plan, in recognition of the cultural sector's rich contribution to economic and social wellbeing;
- Arts Council England is funding Bradford Producing Hub as a pilot project to develop local talent and boost the District's ability to produce new work;
- The LEAP – a new Creative People and Places programme - is working to create arts experiences for, by and with local communities where people tend to engage less with arts and culture;
- We are supporting the conversion of the former Odeon cinema into a premier live music venue;
- We are creating a strong city centre business destination through investment in the One City Park office scheme and other developments; and
- We are working with the Towns Fund boards to improve the prosperity of Keighley, Shipley and other places in the District.

Building on this existing activity, our priorities for the recovery period are as follows:

- **Culture is Our Plan** - implementation of our 10-year cultural strategy for the District to attract investment and act as a lever for multiple District-wide interventions;
- **Greening the District** - a new crowd-sourced green space and a new green park in the city centre; and
- **Designate Little Germany as a Heritage Action Zone** to support business needs of CCI workforce and improve the visitor and citizen experience.

Looking out to 2030, as we refresh our Economic Strategy, we will need to consider:

- How we can capitalise fully on the opportunity if we become the UK City of Culture 2025 by ensuring we deliver successfully and maintain our momentum through further investment in the cultural and creative industries beyond 2025; and
- How we continue to improve our infrastructure through the City Centre Action Plan and the Northern Powerhouse Rail Growth Strategy.

## **Green economy**

Our vision for the District is to transition to become a sustainable, resilient and connected low-carbon economy through infrastructure investment, business innovation and collective action.

The Council declared a Climate Emergency in 2019 and published its Sustainable Development Action Plan in early 2020. A Sustainable Development Partnership has now been established to drive forward our commitment to be carbon 'net zero' by 2038 and help create a more sustainable District. The development of Bradford District's green economy and green jobs is central to this ambition. It will provide an important economic opportunity that will become increasingly significant over time. We want to invest in more sustainable homes and businesses, adapting to the impacts of climate change and building the skills that will be needed will help to ensure the District is ready to capture opportunities in a new green economy.

We already have many initiatives underway aimed at accelerating this transition. These include flagship projects identified by the Council for tackling the Climate Emergency which will:

- Reduce the energy used for street lighting;
- Deliver a district heat network, with the potential for saving on Council and partner heating costs as well as significantly reducing carbon emissions associated with the provision of heat and electricity in the city centre;
- Expand the network of electric vehicle (EV) charging points and transitioning the Council's fleet to electric vehicles;
- Increase renewable energy and electricity generation on the Council estate; and
- Improve air quality through our Breathe Better Bradford clean air plan;
- Buy Fair Trade goods and produce, encourage our partners and businesses to do the same and look for ways to support Fair Trade further across the District.

In addition, the Council's budget, agreed in February 2020, allocated £25 million to climate action including:

- 'Tree for Every Child' - an ambitious programme to plant more than 55,000 new trees, one for each primary school pupil in the Bradford District;
- Community projects – biodiversity, environmental management and renewables; and
- Introduction of new 20mph zones to promote walking and cycling and cleaner air.

We are also working with the West Yorkshire Combined Authority to deliver a portfolio of major transport schemes worth in the region of £250 million over the next three years which include City Centre Transforming Cities Fund and capital programmes within the Local Growth Deal and West Yorkshire Transport Fund. In addition, the Leeds City Region is leading on transport and energy infrastructure related to the green economy such as Northern Powerhouse Rail and Leeds City Region Mass Transit. Critical within this is securing a city centre station for Bradford on Northern Powerhouse Rail.

Building on this extensive array of existing activity that is taking place in the District, the Economic Recovery Board has suggested that our priorities for the recovery period should be to develop business cases for action in four key areas:

- **Implementation of a neighbourhood-based energy efficiency retrofit programme** - building on existing plans in the District to retrofit individual homes and public buildings, and developing the concept of creating '15-minute neighbourhoods', to extend retrofitting to promote more sustainable living;
- **Creation of a sustainable food supply system** - building on the District's existing assets and activity to develop a sustainable food supply system and building the District's reputation as a regional / national sustainable food hub;

- **Development of the supply chain for hydrogen light goods vehicles** - positioning the District's automotive businesses to win opportunities in the fuel cell electric vehicles supply-chain through having a UK 'test-bed' fleet of hydrogen light goods vehicles; and
- **Construction of a circular economy demonstrator** - encouraging local businesses to invest in reprocessing of recycled or by-product materials and positioning the District as an exemplar of the circular economy in the UK.

Furthermore, a number of complementary initiatives are envisaged by local partners:

- Yorkshire Water plans to transform redundant land surrounding the Esholt wastewater treatment works to create a model development of sustainable housing and industry; and
- Bradford Community Energy Ltd is a Community Benefit Society set up to bring the benefits of community-owned renewables to Bradford.

Looking to 2030, we will need to consider:

- What, if anything, we will need to do to remain on track to achieve net-zero carbon by 2038;
- What more we should be doing to improve our transport and energy infrastructure; and
- How we build on our positioning as a national / regional exemplar for the circular economy, in the production and use of hydrogen vehicles and sustainable food supply.

## ***Health & wellbeing***

Promotion of health and wellbeing in Bradford District is important for several reasons:

- It enables a step change in the health, wellbeing and economic prosperity of our local communities;
- It provides the opportunity to create more, valued jobs in the District.

Achieving an inclusive health and care economy depends on collaboration between key institutions such as the NHS, the University of Bradford and the Wolfson Centre for Applied Health Research to revitalise and transform the District. This involves the development of a highly effective and compassionate integrated workforce based on a world class medical, health and care learning infrastructure which can translate the latest technologies and research quickly into practice.

The creation of a world class interdisciplinary health and care learning centre with strong collaboration will accelerate:

- Transformation to integrated place-based health and care delivery;
- Adoption and integration of digital solutions into health and care delivery models and interventions;
- Development of an agile workforce;
- Creation of a health and care workforce that harnesses and liberates the talents of the diverse population of Bradford District;
- Creation of a unique Bradford medical education and training undergraduate programme centred on prevention and community based integrated care; and
- Alignment of anchor organisations' investment in the District to improve social and economic outcomes.

Our work in this area is being led by our Health and Social Care Economic Partnership, but the nature of its impacts means that the ambition aligns closely to that of the Bradford Economic Recovery Plan. It builds on previous and complementary initiatives such as:

- Born in Bradford;
- The desire to open a Medical School in Bradford; and
- Establishment of the One Workforce Centre to support health and care employment.

Act Early North is a key priority. It will build on the work of Bradford Institute of Health Research, Born in Bradford and Act Early research programmes to understand the impact of preventative policy in the context of health. The prevention of ill health has the potential to be more cost effective than attempts to cure or manage disease. Act Early North aims to create a strong cost-benefit evidence base that supports early interventions and the levelling up agenda. In addition, it will provide jobs and training to boost the local economy. Digital literacy is a focal point of the initiative and will help to create a higher skilled workforce as well as acting as a 'catalyst for much needed additional research and prevention investment in the North'. It is hoped that the preventative health policy and early years interventions in young people will have knock-on impacts improving population health, reducing the cost of non-communicable diseases on public finances, and creating a healthier workforce.

## ***Cross-cutting interventions***

**Skills:** Besides addressing the specific challenges faced by young people, we must recognise the need for a broader set of skills-related interventions to support all the working population of Bradford District. Our proposed investments as part of our Recovery Plan are geared to enabling us to close the skills gap with the national average.

Our approach to addressing the challenges linked to skills within Bradford District is based on the following priority interventions:

- **Basic skills:** we plan to provide basic skills to everyone that wishes to participate which encompass core skills, including basic digital literacy, to equip people with the ability to succeed in the dynamically changing economy;
- **Advanced, sector specific skills:** we also plan to develop several, more focused interventions designed to help the District better match supply and demand of those skills needed in specific, key growth sectors where Bradford has both strengths and opportunities. Examples of our planned activities include using the Leeds City Region Local Enterprise Partnership's [re]boot programme to develop sector specific training courses and supporting the development of Future Technology Centres, for industries such as advanced engineering, computing and green technology. As part of this, we'd like to provide digital platforms and infrastructure to support employment growth and retraining via remote learning, access to peers and wider networks;
- **Language skills:** One of the challenges faced by our diverse inhabitants is that they do not speak English with sufficient fluency, and this inhibits them from realising their potential: we will facilitate access to/provide basic language programmes to support these people as part of our Economic Recovery Plan.
- **Support people furthest from the labour market into work,** including those with learning disabilities: we will create new employment opportunities, particularly in sectors with workforce shortages such as health and social care.

We will maximise the opportunity to leverage funding for the two Towns Fund areas (Keighley and Shipley) to secure resources for skills and a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place, improving the resilience and sustainability of those places and communities and contributing to economic growth.

**Business support:** Businesses across the District, in particular SMEs, will need to adapt to the new economic environment if they are to survive and then thrive. This means refining their strategies and operations to respond to the potential disruptive impacts of the trends that will impact them, including the UK's exit from the EU. We aim to make Bradford District a diverse business hub with a robust support framework for all businesses - with a focus on start-ups, small and micro businesses. By fostering their growth potential, we aim to foster the potential of local businesses. To support them, we need to make sure that they can access high quality business support.

Currently, support is provided through many channels with multiple providers across the District but it is underutilised due, in part, to businesses' lack of awareness and trust in its value. As part of our Economic Recovery Plan, we want to make sure that the available resources are fully leveraged. This will help our economy become more diverse and resilient. Consequently, our priority is to unite existing business support offerings across the District under a single banner, the 'Bradford District business hub' - this will offer a single point of contact to direct businesses and prospective entrepreneurs to business support offerings, including advice on funding. Under this banner, we are looking to provide:

- Community enterprise support for people considering starting a new business by offering access to coaching, finance, office space and business services and training, with key targets being specific gaps and priority areas to help remove barriers to employment;
- Support to social enterprises and social entrepreneurs through the Local Access Fund and Impact Hub investments in the District;
- Help to businesses to increase exports and grow global trade links; and
- Businesses with the information and support they'll need thrive following the UK's exit from the European Union.

We will also investigate how we can work with the Federation of Small Businesses and Chamber of Commerce to develop and extend a subsidised membership package for small and medium sized businesses (with less than 50 employees) in Bradford District. This will provide them with access to legal, tax and employment law support along with many other resources that will help their recovery and sustainability post Covid-19 crisis.

Finally, we want to explore what more the Council and other major public sector organisations can do to make the most of the 'Bradford District Pound'. Specifically, we will look at how we can increase the proportion of our spending so that it drives social value for local businesses and community organisations: the Council alone spends £475 million with third parties.

**Infrastructure:** We have long recognised that we need better infrastructure to facilitate strong economic growth which benefits all our population. We will continue to work with the West Yorkshire Combined Authority on this agenda as it remains critical to our economic recovery.

Our overriding priority is to make the case for sustainable transport development, in particular for Northern Powerhouse Rail. It is imperative that Bradford has a city centre station on the line.

Other transport infrastructure investments are also important to our long-term economic performance, notably Northern Connect, the City Centre and Rail Station Master Plans, the Calder Valley Rail Line Upgrade and the Skipton-Colne rail link.

Our digital infrastructure is also key to a more inclusive economic recovery: improved connectivity and better mobile coverage for rural and urban businesses can help to address digital exclusion in communities. Improved digital connectivity can speed up business growth and connect more people to opportunities in the digital economy. We must ensure that our businesses are able to access high-speed broadband wherever they are in the District. Longer term activities are also needed to ensure that we recover with a more robust, resilient economy.

There are plans for significant investment by commercial fibre providers over the next five years starting in February 2021 with Cityfibre rollout of full fibre, followed by other providers. This will be complemented by the final Superfast West Yorkshire Broadband contract 3 in remaining rural areas. In addition, the fully funded DCMS Rural Gigabit Connectivity “outside in” programme will connect our hardest to reach rural areas with gigabit capable broadband.

The Council has several work streams underway to leverage government and commercial investment: we aim to use our assets and connectivity to incentivise investment by commercial providers in less commercially viable areas to extend connectivity more widely. Without our intervention, we’d have gaps in our rural and deprived areas. There are also opportunities to leverage social value from providers to support digital skills, devices and cheap connectivity.

Our other priorities for economic recovery also align with those of West Yorkshire in both the short and longer term. Shovel ready initiatives include improvements to broadband access, green infrastructure (e.g. cycle lanes and walking paths), retrofitting houses with energy efficiency can have immediate benefits for struggling communities.

**Reputation:** We need to continue to strengthen Bradford District’s image as a great place to live, work and play. We will improve our narrative for the District so that it resonates with communities within the District and beyond to promote the many opportunities Bradford District offers. Over time, this will help to build the District’s brand and attract business from emerging sectors. Bradford District has lots to offer businesses and prospective workers, it was named the best place to start a business in December 2017 by Barclays. A complementary, yet separate, intervention will unite our voice under a single narrative. We will work together to identify local leaders and build a comms campaign to provide a clear narrative to the rest of the country and world on everything that makes us distinct and the fantastic offering we provide.

# Our priorities

Our Economic Recovery Plan is structured around a set of ambitions, principles and enablers which respond to the key challenges and opportunities we see arising from the “megatrends” which will affect the District’s economy. Building on the many activities we already have underway, we have identified the priority interventions we need against each of the five key opportunity areas. They fall into two categories:

- **Immediate asks** - interventions which are well-developed and can be delivered in the next two years; and
- **Aspirational** - interventions which require further development and are for delivery in the longer term.

Table 1 lists the planned interventions by category and shows which opportunity they address, the key owner and their alignment to regional / national partners and priorities. We summarise each in the rest of Section.

Table 2: Planned interventions by timeframe for implementation

Category	Intervention	Alignment to opportunity areas	Ownership	Alignment to regional / national partners and priorities	
				Regional (e.g. WYCA, Leeds City Region)	National
Immediate asks	Make Bradford a Learning District	Young, diverse population	Employment and Skills partnership	✓	
	Access to Work	Young, diverse population	Employment and Skills partnership	✓	
	Inspire, Reskill and Upskill	Young, diverse population	Employment and Skills partnership	✓	
	Neighbourhood retrofit	Green economy	Sustainable Development Partnership	✓	✓
	Building Bradford’s image	Cross-cutting	Economic Partnership		
	Bradford District business hub	Cross-cutting	Economic Partnership		
	‘Culture is Our Plan’	Culture and place	Cultural Place Partnership	✓	✓
	Building an inclusive health and care economy	Health and wellbeing	Health and Social Care Economic Partnership	✓	✓
	Act Early North	Health and wellbeing	Health and Social Care Economic Partnership	✓	✓
	Northern Powerhouse Rail	Cross-cutting	CMBDC	✓	✓
Aspirational	Sustainable food supply system	Green economy	Sustainable Development Partnership	✓	✓
	Supply chain for hydrogen LGVs	Green economy	Sustainable Development Partnership	✓	✓

Category	Intervention	Alignment to opportunity areas	Ownership	Alignment to regional / national partners and priorities	
				Regional (e.g. WYCA, Leeds City Region)	National
	Circular economy demonstrator	Green economy	Sustainable Development Partnership	✓	✓
	Greening the District	Culture and place	Cultural Place Partnership		
	Heritage Action Zone	Culture and place	Cultural Place Partnership		✓

## ***Make Bradford a Learning District***

### ***Aim***

SkillsHouse is a partnership which seeks to bring together a seamless education and skills offer for employers and individuals alike. It will mobilise resources in every sector to promote inclusive learning, from basic to higher education.

### ***Rationale***

Covid-19 has dramatically altered Bradford District's economic outlook. It is expected to increase unemployment, further especially among our young people. The District requires a skilled, resilient workforce that can make the most of job opportunities in a changing world. This intervention is designed to help the District's population, especially young people, to develop their skills and find work opportunities. If the young experience the greatest benefit, this will help to counter the disproportionate negative impact that the pandemic is having on them.

### ***Key enablers***

The Council has already committed £3 million to support SkillsHouse staffing across the Partnership until April 2024. To succeed the Partnership will require:

- Increased commitment to the work of SkillsHouse from local stakeholders
- Funding to support an online District wide prospectus
- Increased funding to support skills development
- Examples of success to be celebrated and cascaded across the District.

### ***Key stakeholders - roles & responsibilities***

The SkillsHouse Advisory Group will include the Council, the Department for Work and Pensions, major employers plus education, training and voluntary organisations. These include the Council, the District's three further education providers, the University of Bradford and Skills for Care. The Group will monitor progress and coordinate course provision along with advice and guidance available to Bradford residents.

The intervention will be led by the Council and Employment & Skills partnership but will draw on other key stakeholders such as the FE institutions.

SkillsHouse will be managed by Council staff but working with partners to provide a 'no wrong door' service to Bradford District residents. SkillsHouse will monitor numbers supported into employment and those being upskilled across the District.

### ***Delivery plan***

**Step 1:** Establish Advisory Group and management structure for SkillsHouse to develop a strategy and key success factors

**Step 2:** Agree an approach to stakeholder engagement and information, advice & guidance

**Step 3:** Establish a District wide prospectus and careers portal alongside a 'get into learning' campaign. The portal will signpost opportunities for those looking, and for businesses to raise awareness of education, training and careers

**Step 4:** Develop a Statement of Need against the updated context of Covid-19 and Bradford's economy.

### ***Benefits***

The expected benefits of successful delivery of existing initiatives through to 2024 will be:

- 24,000 people supported through SkillsHouse Partnership
- 12,000 residents supported into employment.

The expected benefits of new initiatives requiring funding to 'Make Bradford a Learning District' to 2024 will be:

- 42,000 further people supported through SkillsHouse Partnership
- 1,000 residents on salary subsidised apprenticeships.

### ***Costs***

The estimated additional costs to the public sector to 2024 are:

- £500k to establish a careers portal and undertake a marketing campaign
- £9 million for the SkillsHouse Partnership (in addition to the current commitment)
- £15 million to cover support for apprenticeships across multiple sectors (i.e. £15,000 per apprentice).

### ***Next steps***

Bradford Employment & Skills partnership will be responsible for building momentum, in particular driving the development of the SkillsHouse Advisory Group.

## Access to Work

### Aim

The aim of 'Access to Work' is to support residents find job opportunities and develop their skills to make them more employable and the economy more resilient. Particularly in industries with expected high labour market demand such as social care, digital skills and green economy

### Rationale

Bradford residents are disadvantaged:

- The rate of unemployment is above the national average, particularly amongst young people
- Over 11% of the population do not know how to access the internet
- Bradford ranks 354 out of 374 local authorities in terms of broadband connections
- In some areas, 27% of adults in households speak no English, a key influence on access to employment.

### Key enablers

Successful delivery of 'Access to Work' depends on:

- Coordinated delivery of current resources via SkillsHouse
- Increased support for adult basic skills development including digital skills
- Increased resources to reduce digital poverty
- Increased language skills for newly arrived migrants

- Increased funding for personalised specialist support for the long-term unemployed and disadvantaged.

### Key stakeholders - roles & responsibilities

District-wide training and education will be overseen by the SkillsHouse Partnership.

Provision for Access to Work will be delivered by Bradford's three further education colleges and a range of voluntary organisations.

### Delivery plan

**Step 1:** Establish a 'Kickstart gateway' in the Council to support a range of 6 month paid placements for 18-24-year olds

**Step 2:** District wide promotion of literacy, numeracy and general and specialist digital skills courses delivered by local education institutions

**Step 3:** Enable digital access resources for residents with a network of community centres offering skills development and internet access

**Step 4:** Introduce entry level English for Speakers of Other Languages for newly arrived migrants

### Benefits

Delivery metrics covering participation numbers, employment impacts, cost, educational attainment and job conversion rates will be reported to the SkillsHouse Advisory Group.

The expected benefits of the 'Access to Work' programme up to 2024 will be:

- 3,000 young people into Kickstart placements, with the first 18 months Government funded
- 3,000 24+ adults into 6-month career placements
- 10,000 residents supported into Apprenticeships (Government funded)
- 20,000 residents with improved basic skills (Level 1 and below) and 20,000 residents with improved Level 2 skills
- 15 digitally enabled community access points
- 4,000 newly arrived migrants with improved English skills by 2024
- Personalised support delivered for 6,000 people who are most distant from the labour market.

### Costs

The costs to the public sector to 2024 will be:

- £45 million to cover Kickstart
- £45 million to cover adult career placements
- £60 million to cover basic and Level 2 skills
- £1 million to cover digital community access points
- £1 million for an English language programme
- £12 million to support individuals distant from the labour market.

### Next steps

The immediate next step is to get SkillsHouse fully operational, the Employment & Skills partnership will be responsible for driving this.

## ***Inspire, Reskill and Upskill***

### ***Aim***

The SkillsHouse partnership will inform the development of vocational provision, including higher level skills - with a cohesive offer for employers, the self-employed and the unemployed.

### ***Rationale***

Covid-19 has accelerated demand for new, particularly digital, skills. Bradford can retrain its young and diverse population as well as those leaving struggling firms.

### ***Key enablers***

Successful delivery of 'Inspire, Reskill and Upskill' depends on:

- Additional resources to support higher level skills
- District wide prospectus and communication plan to signpost skills provision
- Production of an annual statement of need to determine strategic priorities and investment in employment and skills provision
- Demand amongst employers for new skills to support post-pandemic resilience and growth.
- A Health and Social Care Partnership building a sustainable and inclusive health economy while working towards a new Medical School

### ***Key stakeholders - roles & responsibilities***

SkillsHouse will oversee an Annual Statement of Need to shape the strategic commissioning and delivery of skills provision in the District

Further education providers will coordinate provision via Delivery Agreements developed with the Local Enterprise Partnership and Bradford Local Authority. The University will supplement Higher Skills delivery

with targeted interventions in consultation with SkillsHouse, the LEP, employers and their representative bodies.

### ***Delivery plan***

**Step 1:** Establish a District wide prospectus, careers portal and skills marketing campaign

**Step 2:** Commence enhanced higher-level skills delivery through existing and new delivery vehicles such as the LEP'S reboot model and One Workforce centre

**Step 3:** Publish renewed Delivery Agreements with Further / Higher Education providers. Provision will include general digital skills, leadership & management, digital skills (e.g. big data, artificial intelligence and cyber security), and a range of sector specific modules.

**Step 4:** Secure funding for Future Technology Centres

### ***Benefits***

The expected benefits of 'Inspire, Reskill and Upskill' up to 2024 include:

- 10,000 individuals qualified to Level 3
- 3,000 individuals qualified to level 4+
- Deliver a range of leadership programmes to inspire Entrepreneurship (start up and scale up) for 1000 individuals
- Future Technology Centres created to support computing, Engineering and Green Skills - £18m
- Significant enhancement to health and social care training through improved HE and FE learning infrastructure.

### ***Costs***

The costs to the public sector to 2024 will be:

- Level 3 qualifications £45 million on top of current spend
- Level 4+ qualifications £9 million on top of current spend
- Leadership programmes £5 million on top of current spend
- Future Technology Centres costing £18 million (Computing at Shipley £5m, Engineering at Keighley £3m, Green Tech in Bradford £10m)
- Health and Social Care training / infrastructure to support a new Medical School costing £50m.

### ***Next steps***

The immediate next step is to get SkillsHouse fully operational, the Employment & Skills partnership will be responsible for driving this.

## **Neighbourhood retrofit**

### **Aim**

The primary, immediate aim is to build on existing plans to improve energy efficiency in the District by retrofitting individual homes and public buildings.

A further, longer-term aim is to create '15-minute neighbourhoods' retrofitted to contribute to more sustainable living. This means that access to local work, retail and services, sustainable transport links and green space can also be addressed holistically - a key step to a 'Sustainable District'.

### **Rationale**

The poor quality of significant elements of Bradford District's housing stock contributes to high levels of fuel poverty and carbon emissions.

Improving energy efficiency in homes aligns with regional and national priorities, notably initiatives such as the West Yorkshire Combined Authority's energy efficiency schemes and the Government's Green Home Grants voucher scheme and fuel poverty targets.

### **Key enablers**

Successful delivery will require:

- Development of a strategy for enabling more efficient, larger-scale solutions to upgrading building fabric and energy systems which meets the goals of the wider retrofit programme
- Engagement across the Council, the Sustainable Development Partnership Board, local businesses and communities
- Alignment with local, regional and national priorities and initiatives, on building retrofit

- Alignment with West Yorkshire Combined Authority pathways to carbon emissions reduction, including transport
- Assessment of potential sources of funding, for example a municipal green bond
- Development of plans for fifteen '15-minute neighbourhoods' across the District to be co-developed with the communities to create a tangible and aspirational model.

### **Key stakeholders - roles & responsibilities**

The Sustainable Development Partnership Board will be responsible for overseeing development of the business case for the programme, including defining its objectives and delivery plan. It will work closely with the Council, West Yorkshire Combined Authority, communities, businesses and property owners.

### **Delivery plan**

**Step 1:** Identify which types of properties would be suitable for a scaled-up retrofit of fabric and energy systems and engage with District planners to assess the technical feasibility and propose priority locations.

**Step 2:** Engage key stakeholders on the skills, labour and technology required to deliver the retrofit programme, establish the Strategic Outline Business Case and identify funding options.

**Step 3:** Secure the necessary funding to launch the retrofit programme.

**Step 4:** Develop the concept and strategy for creating multiple '15-minute neighbourhoods'.

**Step 5:** Co-develop specific proposals for each '15-minute neighbourhood' community.

**Step 6:** Deliver the programme of '15-minute neighbourhoods'.

### **Benefits**

The expected benefits of successful delivery of a District-wide retrofit programme and the creation of '15 neighbourhoods' that enable sustainable living are:

- Improved quality and energy efficiency of homes, commercial and public buildings
- Development of local expertise in retrofitting at scale, with new products and services
- Creation of green jobs and GVA in fabric and energy retrofits
- Reduced fuel poverty
- Demonstration of sustainable neighbourhoods creates synergies with wider transport and energy systems.

### **Costs**

The costs to the public sector will depend on:

- The extent of public ownership of social housing retrofitted and / or created
- Sharing the costs / benefits of sustainable living.

### **Next steps**

The Sustainable Development Partnership Board to appoint sponsors to lead the completion of a Strategic Outline Business Case.

## **Building Bradford's image**

### **Aim**

The aim in building Bradford's image is to provide a unifying positive image for Bradford as a place to live, work and play which can be communicated to communities within the region through the District's leaders to promote the many opportunities Bradford District offers. Over time, this will help to build the District's brand.

### **Rationale**

Bradford District has lots to offer businesses and prospective workers, it was named the best place to start a business in December 2017 by Barclays.

### **Key enablers**

In order to maximise impact, delivering successful results, the following requirements need to be met:

- A high-profile launch to key stakeholders to gain commitment and buy-in across public and private sector leadership.
- An agreed source and schedule of publication that local leaders / stakeholders use to identify support and opportunities under a single narrative
- Ongoing online/social media presence, centrally coordinated and shared by business leaders across the district to drive awareness and traction
- Online presence would target grass roots businesses and those in need, providing support and information
- Case study material that showcases support and resources.

### **Key stakeholders - roles & responsibilities**

A new board of public and private local leaders will be responsible for coordinating the intervention. Members will be chosen to ensure all the diverse communities within Bradford District are represented. People from the Council, University Chamber and wider business environment will be part of the board. They will review messaging and key information from fortnightly meetings and email correspondence. A weekly business bulletin will be released across social media interfaces to provide important updates.

The Council will track progress on a monthly basis using qualitative input and KPIs such as (number of new start-ups, number of times link has been clicked, number of newly employed etc.).

The board will be responsible for driving engagement from the business community so that the narrative of the region, including 'success stories', is shared. All key organisations will need to support the narrative to provide a single voice, including the Chamber of Commerce, the Federation of Small Business and the University of Bradford.

### **Delivery plan**

**Step 1:** Establish a board of leaders from across the region to feed into key messaging and track intervention progress.

**Step 2:** Agree the narrative underpinning the District's brand building on its assets and what they offer to target audiences

**Step 3:** Board of leaders to agree a communication plan & structure moving forwards identifying key topics, sectors and aims. Identify communication

streams and consolidate KPI targets, publish plan into public domain

**Step 4:** Highlight the launch on local gov website and other mediums, begin communications. High Profile Launch event to bring together key stakeholders and launch Bradford's narrative and engagement strategy.

**Step 5 - Jun 21:** The board will review progress and agree any alterations required to improve effectiveness of actions taken and adjust as necessary

### **Benefits**

The expected benefits of successfully delivering business support simplification will be:

- Increased local pride and external reputation
- Increased inward investment by business
- Retain our young and diverse population and talent.

### **Costs**

The cost to the public sector will be limited to the marketing budget associated with organising events, promotional activities etc. This is estimated to be c. £30k per annum.

There will be no FTEs associated with business support simplification as it would be run by a voluntary board of Bradford's leaders.

### **Next steps**

Bradford Economic Partnership will be responsible for ensuring successful delivery of the intervention and will work with the chamber of commerce and, small business federation. Once the economic recovery plan has been approved mobilisation activities should begin to draw out the key offerings within Bradford District.

## **Bradford District business hub**

### **Aim**

The aim of creating the 'Bradford District business hub' is to simplify business support provide an impartial central resource, support and guidance for entrepreneurs and new start-ups based on a single body of experts working under one banner to help businesses navigate/co-ordinate business support. This will enhance current provision of support services.

### **Rationale**

Many ongoing initiatives such as the Leeds City Region Enterprise Partnership and the Opportunity Area programme within Bradford already provide people with the skills and opportunity to create start-ups. Current business support is delivered by Business advisors and Leeds City Region SME growth managers - the latter are part funded by ERDF which focuses on high growth businesses.

Access to business support could significantly increase the survival rate of start-up businesses. Furthermore, it could enable those that are, or have been, successful to continue to grow and scale up resulting in increased employment.

### **Key enablers**

Successful delivery of Bradford District business hub depends on:

- Building a team of business advisors with strong and well networked leadership as an evolution of existing functions including: Growth Managers, Invest in Bradford (IIB), Impact Hub, Northern MAX business support accelerator programme, MIT REAP.
- Bradford District business hub workers will be involved in three primary activities; spending

time becoming experts on what is available and developing the relevant material, delivery through the channel of choice, and support delivery and events.

- Working with the Federation of Small Businesses and the Chamber of Commerce, testing the case for a subsidised membership package for small businesses which provides them with legal, tax and employment law support along with other resources needed to recover post Covid-19.

Buy-in from external private sector leaders to support events with expert speakers and promote the events

### **Key stakeholders - roles & responsibilities**

The intervention will require a board to be set up to oversee the formation of 'Bradford District business hub'. This will incorporate existing structures such as the Bradford Growth Hub.

Local anchor institutions such as the Council, Chamber of Commerce, Born in Bradford will be responsible for providing information on the range of existing initiatives including support delivered through the Growth Managers and IIB team.

The Growth Manager service is networked regionally and delivered locally - It's a central point for providing initial and on-going contact with SMEs, conducting diagnostics and referring into other support and grant programmes. supporting businesses in grant applications to local and regional funds.

Members will need to bring together a quality set of materials on key business topics (e.g. finance, accounting, legal, human resources, sales and marketing and online/digital awareness).

### **Delivery plan**

**Step 1:** Key public and private sector leaders to form board to oversee 'Bradford District business hub' activities

**Step 2:** Board to recruit leader for organisation and empower to recruit business advisors

**Step 3:** The Bradford District business hub team to work together to create a brand, create an online presence and grow expertise in the broad range of business support available both public and private.

**Step 4:** Start one to one business engagement via face to face, online and telephone interactions to support local businesses to access the resources to support their growth.

**Step 5:** Launch ongoing business and management skills training programmes, calendar for business support workshops, promotion channels (e.g. social media), and material engaging with key stakeholders to rally support for events and provide expert input.

### **Benefits**

The expected benefits of successfully delivering the 'Bradford District business hub' will be:

- More businesses provided with support
- More new start-ups and better survival rate
- Businesses reporting that they have better access to advice from various sources
- More growth businesses.

### **Costs**

The estimated costs to the public sector will be:

- An initial budget of approximately £250,000 to establish the 'Bradford District business hub'
- Around £250,000 per annum to pay for staff to provide leadership, business support and establish links between different parts of the business community.

**Next steps**

The Bradford Economic Partnership will be responsible for selecting the board who will oversee selection of individuals responsible for forming the 'business hub'.

## **‘Culture is Our Plan’**

### **Aim**

The Council and the Bradford Cultural Place Partnership, supported by the Arts Council, are working to develop Bradford District’s 10-year culture strategy, ‘Culture is our Plan’. The Plan will align with local priorities for regenerating the city centre and provide spaces for culture, creativity and community. The aim is to implement the short-term priorities within ‘Culture is Our Plan’ as part of the Economic Recovery Plan.

### **Rationale**

The District’s economy has considerable potential to benefit from cultivating new cultural opportunities by positioning Bradford nationally as a compelling destination for culture and improving the experience of citizens and visitors alike.

### **Key enablers**

Successful delivery of ‘Culture is our Plan’ depends on:

- Responding to the insights from recent research and consultation, such as the Night-time and Evening Economy Study, City of Film Screen Strategy and City of Culture research
- Aligning key interventions with other plans and pipeline developments such as Bradford’s City Centre Area Action Plan, Top of the Town, Bradford Live and the City of Culture 2025 bid
- Engaging creative and cultural groups in defining the role of the District’s city centre and its towns
- Bradford being designated as the UK City of Culture for 2025.

### **Key stakeholders - roles & responsibilities**

The scope of ‘Culture is our Plan’ is wide ranging. The Council and the Bradford Cultural Place Partnership will play leading roles in implementing it by:

- Driving a campaign to publicise it and, potentially, to support wider place marketing
- Identifying Council assets that could be repurposed, for example for cultural use.

Bradford District has several new and emerging stakeholders – such as City of Culture 2025, The LEAP, Bradford Producing Hub. They have a valuable role to play in delivering ‘Culture is our Plan’. It will be important to draw on them as well as more established cultural partners to convene cultural and creative groups to identify sites for cultural use.

### **Delivery plan**

In the next two years, key activities include:

- **Step 1:** Incorporation of the findings of recent research and consultation into ‘Culture is Our Plan’
- **Step 2:** Identification of sites for capital investment / designation of cultural use: these could include Council assets which can be repurposed (e.g. Vintry House or Keighley Creative)
- **Step 3:** Undertaking a place marketing / destination management campaign to support Bradford’s City of Culture ambitions and selling the District’s distinctive offer
- **Step 4:** Consideration of how we use available resources including, but not limited to, those from the Towns Fund to support cultural development in Keighley and Shipley.
- **Step 5:** Retrofitting existing buildings to satisfy both cultural and place needs.

### **Benefits**

The expected benefits of successful delivery of ‘Culture is our Plan’ will be:

- More cultural activity to improve the District’s chances of designation of Bradford as UK City of Culture for 2025
- Activation of a cluster of cultural and creative organisations within and around existing heritage assets
- Support for cultural groups
- Rejuvenation of Bradford District’s high streets and long term improvement of town and city centres through reuse of redundant sites
- More sharing of (new) cultural sites to reduce costs
- Improved citizen and visitor experience resulting in additional (or protected) GVA and jobs linked to the visitor economy.

### **Costs**

The costs to the public sector will depend on the scope of the early initiatives taken forward as part of ‘Culture is our Plan’. They may include:

- The costs of making Council owned sites available as new cultural hubs
- The costs associated with a significant ‘destination marketing’ campaign
- The resources needed by an organisation, such as Producing Hub, which could become an anchor support hub for the creative and cultural sector.

### **Next steps**

The immediate next steps are to finalise ‘Culture is Our Plan’, incorporating the key findings from research that has been carried out.

## ***Building an inclusive health and care economy***

### ***Aim***

The aim is to build an inclusive health and care economy through the power of collaboration.

### ***Rationale***

Getting anchor organisations such as the NHS, the University of Bradford and the Wolfson Centre for Applied Health Research to work together to revitalise and transform our District will enable us to create a step change in the health, wellbeing and economic prosperity of our local communities.

It requires Bradford to develop a highly effective and compassionate integrated workforce based on a world class medical, health and care learning infrastructure, translating the latest technologies and research quickly into practice.

### ***Key enablers***

The creation of a world class interdisciplinary health and care learning centre and strong collaboration that will accelerate:

- Transformation to integrated place-based health and care delivery.
- Adoption and integration of digital solutions into health and care delivery models and interventions
- Development of an agile workforce
- Creation of a health and care workforce that harnesses and liberates the talents of the diverse population of Bradford
- Creation of a unique Bradford medical education and training undergraduate programme centred on prevention and community based integrated care – including support the development of for

a business case for a medical school at the University of Bradford

- Alignment of key organisations' investment in the District to improve social and economic outcomes.

### ***Key stakeholders - roles & responsibilities***

The key stakeholders are those organisations who are committed to a collaborative approach through the Health and Social Care Economic Partnership that will promote ongoing dialogue and deepening collaboration around core strategic objectives. They will act as a catalyst to help fund projects to transform the health and care workforce, the built environment, and the lives of residents.

### ***Delivery plan***

**Step 1:** Continue and broaden the aim and intent of collaboration between key organisations in the priorities of the Health and Social Care Economic Partnership

**Step 2:** Continue to shape and drive integrated approaches to workforce development with a focus on the full talent pipeline: recruitment, education and training, career development and retention

**Step 3:** Further develop the One Workforce website showcasing the District and the sector and providing resources that enable a system-wide approach to recruitment, education and training, career development and retention

**Step 4:** Review and refresh the Community Recruitment Strategy and progress the focus from community outreach to establishment of a system-wide approach to recruitment

**Step 5:** Establish a system approach to evidence based workforce planning based on shared data analytics, through the creation of the workforce observatory

### ***Benefits***

The expected benefits are:

- Bradford pioneering social inclusion models to grow health and wealth that are reflective of local communities, thus improving health, wellbeing and economic prosperity
- World class education and training infrastructure that will enable us to train, develop and retain our talent
- Healthier fairer futures for children living in deprived areas through improved environments that influence health (Act Early).

### ***Costs***

The estimated costs to the public sector are:

- £50 million - medical, health and social care infrastructure
- £35 million - to deliver health and social care training infrastructure
- £2.5 million to deliver the partnership priorities at pace
- £500k – communications plan.

### ***Next steps***

The next steps are to agree the HSCEP delivery plan for the next three years and secure future financial sustainability.

## Act Early North

### Aim

The aim of Act Early North is to provide policy makers with the evidence needed to inform cost-effective preventive health policy and early years interventions in the lives of young people. This, in turn, aims to improve population health, reduce the cost of dealing with non-communicable diseases and create a healthier workforce.

### Rationale

Evidence suggests that prevention of ill health is more cost effective than developing a cure or managing diseases: every £1 spend on prevention provides £14 of benefit.<sup>39</sup> Prevention is also clearly preferable to patients and will support the better health of the general population.

Investing in ActEarly North will help support the economy in the Bradford District by working with local initiatives to improve the workforce by bringing jobs, training and investment to Bradford.

### Key enablers

Successful implementation of Act Early North will require collaboration with various ongoing programmes within Bradford. Clear marketing of the opportunities is needed to engage local people: up to 50,000 people will need to engage with the system to form the test bed.

### Key stakeholders - roles & responsibilities

Collaboration will be needed between many stakeholders within the region to maximise the likelihood of its success and impact, including:

- Local initiatives such as Bradford Institute for Health Research, Born in Bradford
- Digital learning partnership with key national industry partners such as the BBC, Channel 4 and Lego
- Suitable data gatherers within the region to provide consented data linkages on maternal and child cohorts.

### Delivery plan

**Step 1:** Secure funding to recruit a suitable team and a budget for key activities

**Step 2:** Establish the Act Early North workforce within Bradford including a core operational team, data and implementation team, and digital makes outreach team

**Step 3:** Develop relationships with local organisations including data providers, education institutions, the private sector etc

**Step 4:** Build on the research plan to develop a detailed step-by-step plan from start to finish outlining the key actions and forecasted outcomes.

### Benefits

Estimated benefits include:

- The direct output benefits of a research centre are estimated to be £12 million per annum
- The increased in private sector research

investment in Bradford and West Yorkshire is estimated to be £6.2 million per annum

- The consequential, additional employment benefits are estimated to be £9 million per annum
- Improvement of digital skills within the local population
- An improved evidence base on early interventions and subsequent public sector savings.

### Costs

Costs are expected to total approximately £2 million a year. A more detailed breakdown outlines the cost over five years:

- Leadership costs £954k
- Core operational tea million £2m
- Data and implementation tea million £3.5m
- Digital makers outreach centre £2.2m
- Activities and innovation budget £1.4m

### Next Steps

If Act Early North is to progress, funding needs to be secured from the West Yorkshire Combined Authority and central government. This will allow the initiative to progress into more detailed planning.

<sup>39</sup> Masters et al, 2016. Return on investment of public health interventions: a systematic review. JECH, 71 (8) <https://jech.bmj.com/content/71/8/827>



## **Northern Powerhouse Rail**

### **Aim**

This intervention aims to secure commitment for Bradford city centre station on the new Northern Powerhouse Rail (NPR) line.

### **Rationale**

Bradford is the largest place in the UK without a rail through route. A city centre station on the NPR line would completely alter the transport links between Bradford and other key northern cities. It would reduce the journey time from Bradford to Manchester to 20 minutes from 1 hour; likewise, the time to Leeds would fall from 20 minutes to 7. Analysis shows that a better connected Bradford would add approximately £1.3 billion to the regional economy each year. It is a critical need that will shape the growth of Bradford's economy. It will transform connectivity with Leeds, joining two of the largest and fastest growing cities in the UK.

A NPR link will put Bradford District on the map, transforming the area's brand, making it more attractive. It will attract inward investment and help unlock the latent potential of the District's assets.

### **Key enablers**

To secure a city centre station on the NPR line requires:

- A clear implementation plan of how the new rail link would be implemented
- Collaboration between the NPR programme board and other key stakeholders to demonstrate the magnitude of the benefit to the District
- Alignment of the NPR plan for Bradford District to other policies and plans, for example the

WYCA connectivity strategy, TfN strategic transport plan and national plans and policies

### **Key stakeholders - roles & responsibilities**

To realise the District's ambition, a concise approach is needed.

Local leaders need to be clear and consistent in their narrative and ask of TfN. Clearly articulating the benefit and alignment to national priorities will make the case all the more compelling.

There will need to be collaboration from members of the public and private sectors to show the benefit that linking to NPR would bring for Bradford, but also for the wider Northern region.

### **Delivery plan**

**Step 1:** Build on the progress made by the Bradford NPR programme board helping them produce work evidencing the benefits and working with Bradford District Metropolitan Council to support engagement with Transport for the North. This will help inform a detailed NPR Growth Strategy.

**Step 2:** Additionally, the NPR programme board will progress existing plans and key action areas which will make the business case more compelling and will also make the NPR links more impactful should it be approved. These key action areas are: regeneration and spatial planning, developing the economic case, skills and supply chain, local connectivity, delivery and funding mechanisms, and governance.

**Step 3:** Bradford will work with TfN and Government to make the case for devolved fiscal powers, which could potentially support investment in interventions to maximise the benefits of NPR

### **Benefits**

The provision of a new high-speed rail connection will provide important benefits worth £1.3 billion each year for the region. These include:

- Improved access to job opportunities across the North, helping to ease unemployment
- Improving business access to new markets
- Supporting regeneration of the city centre through increased opportunities and access.

By 2060 NPR is forecasted to benefit Bradford District by providing:

- 14,250 net additional FTEs
- £14.6 billion additional GVA

### **Costs**

The principal short-term costs are those associated with continuing to make the case for a city centre station in the District.

### **Next Steps**

Following the agreement of the TfN Board in November 2019 that Bradford city centre should be on the preferred NPR network, additional master planning work is needed around the potential NPR location and Southern Gateway opportunity.

## ***Sustainable food supply system***

### ***Aim***

The aim of this intervention is to build on the District's existing assets and activity to develop a sustainable food supply system. This would mean increased local sourcing, better availability of affordable healthy food, reduced environmental impact and improved resilience to external shocks. By engaging strategically with diverse communities, local producers, processors, wholesalers and retailers of food, caterers, restaurants and fast-food outlets, Bradford District can build a reputation as a sustainable food hub for the North of England.

### ***Rationale***

Bradford District's physical geography and its farmers and growers/producers offer real potential for the development of a sustainable food supply chain, from farm to fork. Food insecurity is a chronic and growing issue in the District, with a sharp increase anticipated in 2021. Poor childhood nutrition is an ongoing area of public health concern which is being addressed by Act Early. Furthermore, one of the effects of Covid-19 has been to favour local production.

### ***Key enablers***

Successful delivery depends on:

- Development of a compelling vision and strategy for a sustainable food supply system in the Bradford District that addresses key impacts across environment, health, deprivation, economy and culture
- Engagement and partnership working across the Sustainable Development Partnership Board, local food businesses, the Council, the NHS, other businesses and communities

- Alignment with local, regional and national priorities and initiatives, including the Agriculture Act and National Food Strategy, expected in 2022.

### ***Key stakeholders - roles & responsibilities***

The Sustainable Development Partnership Board will be responsible for developing the business case, including defining the objectives and delivery plan. It will require the support of the Council, the NHS, local producers, businesses and communities to work in partnership. It will do this by establishing a Sustainable Food System Council with leaders of local food businesses.

### ***Delivery plan***

**Step 1:** Develop the Strategic Outline Business Case for a Bradford District sustainable food supply system, and test it with stakeholders. Ensure that this works with the Act Early public health initiative, with clearly defined remits.

**Step 2:** Establish the business-led Bradford Sustainable Food System Council (BSFSC) to scope and prioritise areas for development and assess Bradford District's existing capabilities and opportunities for re-positioning and growth.

**Step 3:** BSFSC identifies, aligns and engages with, the key local / regional / national stakeholders and exemplars relevant to its priority areas (e.g. Council, University and NHS catering, Farm to Fork) as well as potential sources of funding.

**Step 4:** BSFSC secures data to evidence business case for interventions and engages stakeholders to secure necessary funding.

**Step 5:** Delivery of plans to develop a sustainable food supply chain and system, enhancing the capabilities and USPs of local food producers and food system businesses. Use insights to improve timely food insecurity interventions.

### ***Benefits***

The expected benefits of successful delivery of a sustainable food supply system are:

- Higher revenue for the local supply chain
- Greater food security and access to nutrition
- Reduced CO<sub>2</sub> emissions.
- More sustainable use of resources
- Preservation of soils and biodiversity
- Improved health outcomes e.g. reduced obesity
- Greater community cohesion
- Development of Bradford's reputation as a sustainable food cultural centre
- Creation of green jobs and GVA.

### ***Costs***

The costs to the public sector will depend on:

- The funding model for improved health impacts and benefits to the high street
- The extent to which this intervention is supported and driven by private sector partners (e.g. local producers and large food retailers).

### ***Next steps***

The Sustainable Development Partnership Board to appoint sponsors to lead the completion of a Strategic Outline Business Case.

## Supply chain for hydrogen LGVs

### Aim

Plans for battery electric vehicles (BEVs) have so far been prioritised but the role of Fuel Cell Electric Vehicles (FCEVs) will be important due to their different range, performance, supply chains, refuelling time and infrastructure.

The aim of this intervention is to position Bradford's automotive businesses to win opportunities in the FCEV supply-chain through having a UK 'test-bed' fleet of hydrogen Light Goods Vehicles (LGVs). There is a particular opportunity because of the bespoke nature of assembly of some LGVs which is a strength of local companies (e.g. VCS ambulances).

### Rationale

A Bradford District based LGV fleet of a size that would support the infrastructure for hydrogen refuelling would be achieved by coordinated procurement across public and private sector businesses of LGVs from current and soon-to-be available FCEVs.

Further opportunities would be anticipated once the infrastructure for green hydrogen is created and the potential to bid for the Government's planned 'hydrogen town' should be considered.

In addition, the Government ban on the sale of new petrol and diesel cars from 2030 means this intervention will help the District's existing manufacturing base transition towards a growing, future market.

### Key enablers

Successful delivery depends on:

- FCEVs being competitive with BEVs.

- Engagement and partnership working across the Sustainable Development Partnership Board, CBMDC, NHS, local and national manufacturers and businesses
- Alignment with local, regional, national and international priorities and initiatives on green hydrogen and FCEVs.
- Working with supply chain companies to establish viable refuelling infrastructure and service models.
- Coordinated procurement across local public and private sector businesses of LGVs from current and soon-to-be available FCEVs.
- Local businesses innovate products and services in the supply chain of FCEV LGVs.

### Key stakeholders - roles & responsibilities

This intervention will require the Sustainable Development Partnership Board, CBMDC, local and national manufacturers, key organisations and businesses to work in partnership. It will be led by a sponsor on the Sustainable Development Partnership Board.

The Sustainable Development Partnership Board will be responsible for developing the business case.

### Delivery plan

**Step 1:** Develop a Strategic Outline Case for the intervention, supported by technical / engineering feasibility and cost modelling.

**Step 2:** Engage with local businesses to assess Bradford's existing capabilities in FCEV LGV fleets and the opportunities for growth.

**Step 3:** Identify the key local / regional / national / international stakeholders, organisations and initiatives to align and engage with, and explore these as

sources of funding for infrastructure and potential inward investors in the supply chain.

**Step 4:** Convene a consortium of local LGV fleet operators (e.g. CBMDC, NHS, logistics companies), existing Bradford automotive businesses and associated supply chain businesses to engage and partner with key stakeholders to build the business case and funding model.

**Step 5:** Commercial agreements in place for infrastructure, green hydrogen sourcing and signed up to by FCEV LGV fleet participants.

**Step 6:** Delivery programme for infrastructure and procurement of local LGV fleets. Supply chain development for FCEVs.

### Benefits

The expected benefits of successful delivery of a supply chain for green hydrogen light commercial vehicles are:

- Reduced CO<sub>2</sub> emissions, more effective use of green electricity and better air quality (in line with CBMDC's plans for a Clean Air Zone) .
- Development of local supply chain and innovation in FCEVs.
- Establishment of 'test-bed' green hydrogen infrastructure leads to further opportunities.
- Creation of green jobs and GVA.

### Costs

The costs to the public sector are to be determined.

### Next steps

The Sustainable Development Partnership Board to appoint sponsors to lead completion of a Strategic Outline Business Case.

## ***Circular economy demonstrator***

### ***Aim***

The aim of developing a circular economy demonstrator is to encourage local businesses to invest in the reprocessing of recycled or by-product materials.

### ***Rationale***

Building the circular economy is a key principle of the District's long-term economic strategy.

The ambition is to attract innovation funding and inward investment by making industrial space and infrastructure available - hosted by local businesses - and so reduce the investment barrier.

With a number of key investments, a 'Circular Economy Business Park' could act as an exemplar of the circular economy in the UK and address some of the District's environmental challenges such as low recycling rates, while also providing new green jobs.

### ***Key enablers***

Successful delivery depends on:

- Engagement and partnership working across the Sustainable Development Partnership Board, CBMDC, local businesses and communities
- Alignment with local, regional and national priorities and initiatives
- Discussion with local business(es) to co-develop proposals that meet the ambition of this intervention and the development of a distinctive

proposition for the creation of a national circular economy demonstrator in the Bradford District

- Necessary permits and planning are approved by relevant authorities.

### ***Key stakeholders - roles & responsibilities***

The Sustainable Development Partnership Board will be responsible for developing the Strategic Outline Business Case for the circular economy demonstrator, including defining its objectives and delivery plan.

This intervention will require the Sustainable Development Partnership Board, CBMDC, local businesses and communities to work in partnership. It will be led by a sponsor on the Sustainable Development Partnership Board.

### ***Delivery plan***

**Step 1:** Develop a Strategic Outline Case for the Circular Economy Business Park and engage with local candidate(s) industrial sites.

**Step 2:** Assess the potential of local sites that have synergies with existing businesses and the potential for attracting inward investment of new processes. This step includes initial discussions with relevant authorities (by local business).

**Step 3:** Identify the key local / regional / national stakeholders, organisations and initiatives to align and engage with, and explore sources of funding for innovation and inward investment.

**Step 4:** Relevant authorities consider application by local business of proposal, with support of the Sustainable Development Partnership.

**Step 5:** Begin the construction of the demonstrator site.

**Step 6:** Investment in the processing of recyclates to address national capacity gaps and meet local needs at the demonstrator site by existing and new businesses. Attract innovation funding in collaboration with the University of Bradford.

### ***Benefits***

The expected benefits of establishing a circular economy demonstrator are:

- Reduction in resource usage through industrial symbiosis.
- Demonstration of the circular economy creates synergies with other businesses in supply chain(s).
- Development of local expertise in circular economy with skills and start-up spin-offs.
- Creation of green jobs and GVA.

### ***Costs***

The potential costs to the public sector will be determined as part of the development of the Strategic Outline Business Case.

### ***Next steps***

The Sustainable Development Partnership Board to appoint sponsors to lead the completion of a Strategic Outline Business Case.

## **‘Greening the District’**

### **Aim**

One of the key aims of ‘Greening the District’ is to enhance public access to green space.

Consideration is also being given to creating Community Improvement Districts and low traffic neighbourhoods.

### **Rationale**

Covid-19 has accelerated the need to improve community wellbeing by improving public space. Developing new, crowd-sourced green spaces, for example a new green park in Bradford’s city centre, will improve wellbeing across the community. It will also serve as a symbol at a key gateway in the District and align with local priorities for regenerating the city centre whilst providing space for culture, creativity and community.

### **Key enablers**

Successful delivery of ‘Greening the District’ will build on work already underway, for example through Transforming Cities, the Towns Fund and active travel schemes. It will also depend on:

- Integrating delivery with the City of Culture 2025 bid, other developments and city centre master plans (e.g. Top of the Town)
- Engagement and collaborative working across the Council, including the relevant stakeholders in District planning, and the Sustainable Development Partnership Board.

### **Key stakeholders - roles & responsibilities**

Work on ‘Greening the District’ is expected to be led by the Council working in conjunction with the Cultural Place Partnership and Sustainable Development Partnership.

Active involvement of the District’s creative and cultural industries will contribute to better placemaking.

The identity of the other key stakeholders depends on the ownership of sites for possible development.

### **Delivery plan**

Early work is needed to develop the business case for ‘Greening the District’. This involves:

- **Step 1:** Completing a feasibility study for the creation of a permanent, green urban park in Bradford city centre, including consideration of whether to use the derelict site at Forster Square
- **Step 2:** Launching a design competition for a green urban park
- **Step 3:** Engaging on the location and style of parks with citizens, cultural groups and other stakeholders as part of a District-wide consultation about public space
- **Step 4:** Establishing a Land Commission for Bradford District to examine whether and how more vacant sites can be brought into beneficial use, especially close to the city centre
- **Step 5:** Developing proposals in line with the vision of ‘Greening the District’ for inclusion in Towns Fund activities in Keighley and Shipley
- **Step 6:** Examining the potential case for creating Community Improvement Districts
- **Step 7:** Assessing the feasibility of new mixed-use culture / leisure community centres
- **Step 8:** Investigating the possible role of Low Traffic Neighbourhoods.

### **Benefits**

The potential benefits of successful delivery of ‘Greening the District’, in particular creation of a new urban park in the city centre and other urban green spaces around the District, will be:

- Improved physical and mental wellbeing across the community
- Creation of a more favourable environment for private sector investment (based on better use of public space)
- Greater citizen participation in placemaking
- Greater community cohesion
- Improvements to the public realm which enhance the experience of both citizens and visitors, in line with the ‘Culture is our Plan’ strategy
- A bigger contribution to Bradford District’s economy through support for more green jobs.
- Establishment of new low traffic neighbourhoods would potentially repurpose streets making them safer and reducing CO<sub>2</sub> emissions.

### **Costs**

The potential costs to the public sector will depend on the scope of the initiatives taken forward under the banner of ‘Greening the District’.

### **Next steps**

The immediate next step is to consider the proposal as part of the District’s local planning framework, which is currently under review.

## Heritage Action Zone

### Aim

The aim of this intervention is to assess the potential for designating Little Germany as a Heritage Action Zone (HAZ) so as to drive its transformation into a regional creative centre.

### Rationale

Designating Little Germany as a HAZ has the potential to transform the creative quarter from what is currently a low value site into a regional creative centre. It would combine heritage, legacy and placemaking and help to regenerate the area by providing new living, work and leisure space. It would also support the business needs of the culture and creative industries as well as improving the visitor and citizen experience.

### Key enablers

Key considerations in assessing the potential of HAZ designation for Little Germany are:

- Confirming the likely effectiveness of HAZ designation in changing investor behaviour
- Obtaining buy-in from both local public and private sector partners and aligning with the plans of the West Yorkshire Combined Authority (e.g. whether the emerging West Yorkshire Mass Transit Network makes Little Germany more accessible)
- How well it aligns with local priorities for regenerating Bradford city centre as part of the City Centre Area Action Plan by providing spaces for culture, creativity and community
- Whether heritage buildings can be identified which are suitable for sole traders and SMEs within the cultural and creative industries

How Bradford Playhouse is repositioned as a cultural anchor, aligned with Bradford's City of Culture bid for 2025.

### Key stakeholders - roles & responsibilities

The Council along with the Bradford Cultural Place Partnership will play key roles in assessing the potential of HAZ designation for Little Germany and developing a subsequent Strategic Outline Business Case. They will need to engage with other private and public sector partners to identify how they can work together to fund and develop Little Germany.

### Delivery plan

Early work is needed to assess the potential and test the feasibility of HAZ designation for Little Germany as part of developing a Strategic Outline Business Case. This includes:

- **Step 1:** Establish a working group building on the legacy of the Little Germany Action Group
- **Step 2:** Consider how the designation of Little Germany as a HAZ would fit in with other developments and city centre master plans
- **Step 2:** Consult with public sector partners and private sector investors to gauge and test interest in the HAZ proposal
- **Step 3:** Assess interest from cultural and creative organisations in reusing the heritage buildings
- **Step 4:** Examine the feasibility and desirability of creating a low traffic neighbourhood and other activities and streetscape investments as part of the HAZ
- **Step 5:** Prepare a report into potential HAZ designation for Little Germany.

### Benefits

The potential benefits of designating Little Germany as a HAZ are:

- Transformation of the creative quarter of Bradford leading to more street-level commercial use, more residents living in Little Germany and better use of public space
- Creation of a new digital, creative and cultural industries cluster in the city centre which supports wider regeneration
- Better use of space in an area where one third of buildings is currently vacant.

### Costs

The costs to the public sector will depend on:

- The outcome of the decision to designate Little Germany as a HAZ.
- The extent to which the HAZ proposal is supported and driven by private sector partners.
- The extent of the development plans for the Little Germany site.

### Next steps

The immediate next steps are for the Council to allocate officers from the Conservation and / or Landscape teams to begin work on assessing the potential for HAZ designation and establish a working group.

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## Report of the Director of Place to the meeting of Executive to be held on 5 January 2021

**CW**

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### Subject:

Towns Fund Programme for Keighley and Shipley.

### Summary statement:

Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. The Towns Fund constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place. This report provides an update to the Executive Board in relation to the Towns Fund; it sets out the progress to date and key milestones.

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Jason Longhurst  
Interim Director of Place

**Portfolio:** Regeneration, Planning and Transport

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**Overview & Scrutiny Area:**  
Regeneration and Environment

## 1. SUMMARY

Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. The Towns Fund aims to support regeneration and economic growth.

The Towns Fund represents a fantastic opportunity for the Towns. It constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place, improving the resilience and sustainability of our places and communities and contributing to economic growth. It also provides an opportunity to complement and build upon the success of recent schemes in the Towns.

The case for investment will be made through evidence-based Town Investment Plans (TIPs) and development of the TIP must be overseen by a Town Deal Board. City of Bradford Metropolitan District Council (hereinafter referred to as The Council) acts as the Lead Council and Accountable Body in the development of the Town Deal and will be the recipient of the funding.

## 2. BACKGROUND

In September 2019, Keighley and Shipley were selected by government as two of 101 places across England eligible for up to £25m investment through the Towns Fund. This entitles Keighley and Shipley to develop proposals for an investment plan of up to £25m each from the Towns Fund. The Towns Fund is a funding and delivery vehicle for the government's policy ambition to 'level up' places across the UK.

The Towns Fund constitutes a transformational programme of activity and investment in town and high street regeneration; promoting the distinctive offer of each place, improving the resilience and sustainability of our places and communities and contributing to economic growth. It also provides an opportunity to complement and build upon the success of recent schemes in the Towns, including:

- **Hard Ings** - Major improvement work on Keighley's Hard Ings Road completed recently. The work, developed by the Combined Authority and Bradford Council, was funded through the £1bn West Yorkshire-plus Transport Fund, the £10.3 million scheme was designed to reduce journey times and delays through the town. By reducing congestion, it will also improve air quality for road users and residents alike. The scheme will also allow greater control over the flow of traffic through this congested part of the town and will mean better facilities for pedestrians and cyclists.
- **Streets for People** - Shipley town centre was awarded £1m grant from West Yorkshire Combined Authority's Street for People funding last year. The funding seeks to put people and their health at the heart of discussions around the future of public streets and spaces. It will see the Council engage with residents and partners to develop plans which could include boosting pedestrian and cycle links, improving air quality and introducing more greenery to the urban centre.
- **Business Development Zones** - The Bradford District Business Development Zones (BDZs) are three priority employment areas located in Bradford, Keighley and Shipley. The areas currently support almost 21,000 jobs and together they accommodate around 10% of the total jobs in Bradford District. The overarching aim of the BDZ programme is to increase SME (small to medium enterprise) business growth, job creation and skills / training

opportunities in Bradford District. The study looked comprehensively at the BDZs to identify opportunities to encourage new business related development and investment. Developed in collaboration with local stakeholders, the BDZ programme provides a shared vision that will assist the District in raising local prosperity over a relatively short period (5-7 years), whilst providing a platform for longer term investment and renewal. Through the study approximately 46 hectares of land have been identified as having potential for development capacity to support the creation of approximately 3,000 new jobs (full time equivalent) across the three BDZs.

The overarching aim of the Towns Fund is to drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth. This could be done through:

Urban regeneration:

Ensuring towns are thriving places for people to live and work, including by:

- Increasing density in town centres;
- Strengthening local economic assets including local cultural assets;
- Site acquisition, preparation, remediation, and/or development; and
- Making full use of planning tools to bring strategic direction and change.

Skills and enterprise infrastructure:

- Driving private sector investment and small business development; and
- Ensuring towns have the space to support skills and small business development.

Connectivity:

- Developing local transport schemes that complement regional and national networks; and
- Supporting the delivery of improved digital connectivity.

The Towns Fund is primarily a capital fund. The case for investment would need to be articulated through evidenced Town Investment Plans (TIPs). Development of the TIP must be overseen by a Town Deal Board and The Council acts as the Lead Council and Accountable Body in the development of the Town Deal and will be the recipient of the funding. The funding parameters seek projects that are viable and sustainable in the long term, and which build on each town's assets and strengths.

The development of the Town Deal would come forward in two phases with the first phase focused on the submission of the Town Investment Plan containing a set of project proposals (by 29 January 2021) and then the agreement of heads of terms. Following this there would be a requirement to develop Full Business Cases through which delivery funding would be confirmed.

Each Town is allocated a Towns Fund Co-ordinator via the Towns Fund Delivery Partner (recruited centrally by government); offering guidance and advice throughout the process. The Towns Fund Delivery Partner role includes reviewing the draft TIP prior to formal submission and providing feedback based on lessons learned from other Towns. Further, through the [www.townsfund.org.uk](http://www.townsfund.org.uk) Towns have access to resources, contacts and support to help navigate the Towns Fund programme. This includes a host of material from MHCLG Guidance Documents to workshop presentations, tools and guides.

Town Deal Board

The [Towns Fund Prospectus](#) (November 2019) [Towns Fund Guidance](#) (June 2020)

set parameters for Board composition and requires the Chair to be a private sector representative.

As part of the invitation to the lead Council a Town Deal Board incorporating public, private and community membership and an independent private sector Chair was required to be established as an advisory board to the Council.

The Town Deal Board's membership should reflect the diversity of the town and surrounding area. The Towns Fund Prospectus stated that membership of Town Deal Boards should comprise:

- A private sector chair
- All tiers of local government for the geography of the town
- The MP(s) representing the town
- The Local Enterprise Partnership
- Local businesses and investors
- Community/local voluntary community sector representatives
- Other relevant local / anchor organisations, such as colleges or Clinical Commissioning Groups.

Initial Towns Fund meetings were convened in February 2020 with a wide range of stakeholders attending the launch meetings. At those meetings, stakeholders were asked to complete and return an Expression of Interest form if they were interested in being a member of the Town Deal Board and / or the role of Chair. Subsequent meetings delayed due to Covid 19. Specifically, feedback from the business sector was that their activity was constrained to business critical activity and the Voluntary and Community Sector (VCS) was heavily involved in and focussed on supporting communities and social resilience.

As the Lead Council and Accountable Body, the Council invited stakeholders onto the Town Deal Boards and the Boards were formally constituted in September 2020 (see Appendix 4 for Board composition). On the Town Deal Boards, The Council is represented by the Portfolio Holder for Regeneration, Planning and Transport – Cllr. Alex Ross-Shaw.

At the September meetings:

- The Terms of Reference for each Board was agreed – Appendix 3.
- The Boundary for each town was agreed – see Appendix 5.
- Town Deal Board Chairs were appointed:
  - Shipley – Adam Clerkin of Carnaud Metalbox
  - Keighley – Ian Hayfield of Hayfield Robinson with Steve Kelly, Principal of Keighley College as Deputy Chair

### Town Investment Plan

The Town Deal Boards are responsible for overseeing the development of the Town Investment Plans; setting out a clear vision and strategy for each town and proposing suitable projects which align with the vision and objectives of the Towns Fund (set out in the table below). Plans should reflect local priorities and be co-designed with local people; ensuring communities' and businesses' voices are involved in shaping design and decision making at each phase of development.

<b>Theme</b>	<b>Example Outputs</b>
Local Transport	<ul style="list-style-type: none"><li>• Increase number of bus services</li><li>• New or upgraded cycle/ walking routes</li><li>• New or upgraded road infrastructure</li><li>• Pedestrianised streets</li></ul>

Digital connectivity	<ul style="list-style-type: none"> <li>• Provision of full fibre infrastructure with local authority as anchor tenant</li> </ul>
Urban regeneration, planning and land use	<ul style="list-style-type: none"> <li>• Remediation and/or development of previously abandoned or dilapidated sites</li> </ul>
Arts, culture + heritage	<ul style="list-style-type: none"> <li>• New or upgraded museums, theatres, community spaces, etc</li> </ul>
Skills infrastructure	<ul style="list-style-type: none"> <li>• Increase in capacity and accessibility to new or improved skills facilities</li> </ul>
Enterprise infrastructure	<ul style="list-style-type: none"> <li>• Increase high-quality and affordable commercial floor-space</li> <li>• Increase shared workspaces or innovation facilities</li> </ul>

In developing the TIPs, the Towns will need to demonstrate that their proposed interventions have taken account of the following clean growth principle: Investment from this fund should support clean growth where possible and, as a minimum, must not conflict with the achievement of the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.

The Towns Fund Guidance does offer the possibility of investment exceeding £25m in exceptional circumstances. It provides that Towns should not bid for the full £25 million or more unless there is an objective rationale to do so. The coherence of the Town Investment Plan (i.e. the complementarity of project proposals and their alignment with the town vision and strategic planning) plays a key role in the assessment of TIPs along with the need for sound evidential backing.

#### Next Steps and Moving Forward

The submission of the Town Investment Plan on January 29<sup>th</sup> 2021 does not signify the end of the process. The immediate focus will turn to addressing due diligence surrounding the deal while pushing for early agreement of our heads of terms. The heads of terms will be the mechanism through which the Government will signify which projects it would wish to see further developed. Following heads of terms, it will be necessary to prepare and submit Full Business Cases for each of the short listed projects during 2021.

### **3. OTHER CONSIDERATIONS**

#### Accelerated Projects

In July 2020 MHCLG offered both Towns grants of up to £750,000 to fund capital projects that could be delivered in the current financial year. This money was intended to deliver 'accelerated projects' and is separate to / independent of the potential £25m fund which is subject to the Town Investment Plans. A number of smaller projects were submitted to ensure as many people as possible can experience the tangible benefits of this additional investment. The full £1.5m was awarded (£750, 000 for each town) in October 2020 and delivery is underway.

A list of projects for each town is attached to this report at Appendix 6.

#### Vision + Strategic Objectives

As part of overseeing the development of the Town Investment Plans, the Town Deal Boards are responsible for defining a clear vision and strategic objectives for the Town. Potential projects will then be assessed against the local vision and objectives (as well as Government / national criteria).

## Keighley:

### Vision for Keighley:

*“To sustainably grow Keighley as a forward -facing, premier manufacturing, engineering and technology hub, celebrating its rich heritage across industry, culture and sport. The town will be known for its wealth of opportunity, delivering access to jobs, skills, training and education to help its residents and businesses thrive, and prepare the next generation for future employment. With its diverse economy, quality infrastructure, thriving town centre heart, and superior digital connectivity it will be the place to invest, live, work, play and shop, where people, young and old, can enjoy a strong sense of community, healthy lives and a prosperous future. A place for all to want to be part and proud of.”*

### Strategic Objectives:

- To build growth in Keighley’s key sectors of manufacturing, engineering and technology by facilitating inclusive economic growth, supporting SMEs & entrepreneurial opportunities including start-ups, and getting young people into employment
- To provide high quality digital infrastructure to support continued economic growth and address digital inclusion to enable Keighley residents to access training & technology and support up-skilling and future employment
- To improve physical accessibility in/around Keighley to support business and housing growth including by improving access to sustainable active travel modes to address congestion and support Net Zero
- To reinvigorate Keighley town in general by identifying opportunities for acquisition, preparation, remediation or development of land uses including housing, and in addition within the town centre by delivering stronger streetscapes, corridors and heart, cultural & leisure space, overall diversifying the offer to increase footfall and activity throughout 3
- To support the health and well-being of Keighley through providing access to a range of sport, leisure, cultural, creative & recreational facilities, services & activities and access to clean, safe & green spaces
- To utilise the rich heritage and character of Keighley to strengthen its position and make the most of its local economic assets
- To support the growth of arts & cultural tourism and Keighley as a destination, maximising the benefits of wider association with nearby attractions
- To provide access and infrastructure to enable training and educational opportunities working in conjunction with Keighley College, its partners and other organisations to address skills gaps and increasing employability associated with continued growth in manufacturing, engineering and technology sectors

## Shipley

### Vision for Shipley:

*“To combine the rich cultural offer of Saltaire with the economically thriving activity in Shipley to establish a transforming and creative location, building on the town’s strong sense of community and developing an excellent quality of life alongside a healthy population.”*

### Strategic Objectives:

- To strengthen and diversify the local economy, supporting existing sectors and SMEs, and providing a range of opportunities for clean, green growth
- To address the town centre core, increasing footfall, diversifying the offer and creating a heart for activity
- To improve the provision of sustainable infrastructure to improve connectivity within the town, increase active travel, address modal shift and support Net Zero
- To support the delivery of digital infrastructure to improve standards and coverage as well as to support digital inclusion by improving access to training, skills and technology
- To deliver a quality housing offer to suit all needs
- To improve access and linkages to a range of clean, green spaces, services and activities supporting health and wellbeing
- To support the continued growth of Shipley and Saltaire as a unique creative, leisure and cultural destination, growing tourism and access
- To improve access to skills and training, increasing employability and addressing skills shortages to support continued growth in key sectors

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

The need to develop TIPs is beyond the capacity and expertise of existing staff resources. In recognition of this, The Council received, from government, £162,019 for each Town as capacity funding to work up the Town Investment Plans and towards future business case development work. The Council has matched the funding to provide a total funding pot of £648,076 to support this activity. This funding can be used to cover staffing requirements as well as external consultancy / specialist support required. Owing to the variety of projects and the extensive work required to develop the Town Investment Plan submission it has been necessary to employ consultants to ensure that we have robust evidence to substantiate the TIPs. Faithful + Gould were appointed in October 2020 through an OJEU procured national framework to support this activity; to ensure the TIPs fully meet the requirements of the Ministry of Housing, Communities and Local Government (MHCLG) Towns Fund Prospectus and Guidance and the associated consultation and engagement activity.

The consultancy team also supported Warrington in developing their TIP which was successful with its submission earlier this year, so have knowledge and expertise of the Towns Fund process.

The production of more detailed business cases following approval of each TIP, for each accepted project will require external / consultancy support as this is a specialist activity and will be funded through the same source.

Should the TIP be successful, the Council in its role as accountable body will need to:

- Oversee the Heads of Terms Agreement with the government and the Board;
- Ensure continued good governance and transparency in decision making;
- Manage, monitor and evaluate the Investment Programme;
- Be responsible for the financial management for the overall Programme;
- Periodic reporting to government as required;

These activities will be funded through the resource and capacity funding referenced above.

## 5. RISK MANAGEMENT AND GOVERNANCE ISSUES

A programme level risk log has been developed and will be regularly reviewed. A summary of the higher level risks is captured in the table below:

Risk	Mitigation
The Town Investment Plan is not successful.	Involvement of Government Town Co-ordinator throughout the process. Check and Challenge session with the Towns Fund Delivery Partner to obtain feedback on the draft TIP. Opportunity to review and resubmit TIP if unsuccessful
Consultation and Engagement opportunities are restricted due to the local and national restrictions	Use of My Town website is the public interface for feedback of ideas / opportunities and challenges. Each project will identify interested parties / beneficiaries / those impacted. Detailed consultation will take place as part of the Business Case development post Heads of Terms Agreement.
Board Representation does not reflect the town in terms of demography and business representation.	Parameter for Board Membership / representation is prescribed by Government Prospectus and Guidance. Representation was open and based on Expressions of Interest from interested parties. Board has actively sought to reflect Town demography.

## 6. LEGAL APPRAISAL

The Council will follow the Town Fund guidance published by MHCLG in respect of the governance, management and administration of the Town Deal Programme.

The Town Deal Board is not a legal entity. The Council acts as the Lead Council and Accountable Body. As per the Terms of Reference, the Town Deal Board will serve as an advisory function to the Council.

Should a Town Investment Plan be successful, MHCLG will offer Heads of Terms for a Town Deal. The Heads of Terms are an agreement in principle for funding between the government, the lead council and the Town Deal Board. The Heads of Terms for a Town Deal will be in the form of a Memorandum of Understanding (MOU), signed by the Chair of the Town Deal Board, the Lead Council and by Ministers. The relevant MOU would also be attached to any funding that is allocated to each town.

The Heads of Terms will include:

- Allocated Towns Fund budget and financial profile;
- List of projects to receive funding and recommended assurance route for business cases;
- List of support agreed by other government departments (where applicable); and
- Key conditions and requirements.

The Heads of Terms contained in the MOU and final contractual arrangements for the overall programme and any project-specific funding agreements will be subject to review by the City Solicitor.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

The Towns Fund links to the Council's principle of making sure that council activity strives to secure better outcomes and equality of opportunity for everyone.

The Town Investment Plans will seek to ensure Keighley and Shipley are inclusive and prosperous towns. Moving forward it is anticipated that Impact Analysis will support individual projects.

Under the Towns Fund Guidance and Terms of Reference, the Town Deal Board is also responsible for fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.

### **7.2 SUSTAINABILITY IMPLICATIONS**

There are no significant sustainability implications arising out of this report.

Under the Towns Fund Guidance and Terms of Reference, the Town Deal Board is also responsible for undertaking Environmental Impact Assessments for selected projects.

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

In developing the TIP, Towns will need to demonstrate that their proposed interventions have taken account of the following clean growth principle: Investment from this fund should support clean growth where possible and, as a minimum, must not conflict with the achievement of the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

There are no community safety implications arising out of this report.

### **7.5 HUMAN RIGHTS ACT**

There are no significant implications.

### **7.6 TRADE UNION**

There are no significant implications

### **7.7 WARD IMPLICATIONS**

This report is relevant to the following wards in the District:

Shipley Town Deal:

- Shipley
- Windhill and Wrose
- Baildon

Keighley Town Deal:

- Keighley Central
- Keighley East
- Keighley West

- Worth Valley

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

Not applicable.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

Not applicable.

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

None.

## **10. RECOMMENDATIONS**

Executive is recommended to:

- i. Thank the Chairs and Members of both Boards for their continued hard work in developing the Town Investment Plans;
- ii. Welcome the exciting opportunity for investment in town and high street regeneration for Keighley and Shipley;
- iii. Delegate authority to the Strategic Director of Place in consultation with the Leader to consider and make decisions on recommendations from the Town Deal Boards;
- iv. Delegate authority to the Strategic Director of Place in consultation with the Leader to approve and submit the Town Investment Plans by 29 January 2021;
- v. Delegate authority to the Strategic Director of Place in consultation with the City Solicitor, Director of Finance and IT and the Leader to enter into a Memorandum of Understanding with the Heads of Terms as described in this report should the Town Investment Plans be successful.
- vi. Acknowledge and endorse the work and progress that has taken place to date;
- vii. Approve the Terms of Reference for Shipley and Keighley Town Deal Boards (Appendix 3);
- viii. Approve the Board Composition for Shipley and Keighley Town Deal Boards (Appendix 4);
- ix. Approve the Town Deal Boundary for Shipley and Keighley (Appendix 5); and
- x. Approve the Council's role as accountable body for the Town Investment Plans.

## **11. APPENDICES**

Appendix 1 – Prospectus [Towns Fund Prospectus](#) (November 2019)

Appendix 2 – Guidance [Towns Fund Guidance](#) (June 2020)

Appendix 3 – Terms of Reference – [Shipley](#) + [Keighley](#)

Appendix 4 – Board Composition - Shipley + Keighley

Appendix 5 – Boundary - Shipley + Keighley

Appendix 6 – Accelerated Funding Projects for Shipley + Keighley







Ministry of Housing,  
Communities &  
Local Government

# Towns Fund

Prospectus



November 2019  
Ministry of Housing, Communities and Local Government



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November 2019

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# Ministerial Foreword

Our country is home to some of the world's most innovative businesses, greatest universities, scientists and entrepreneurs and one of the most dynamic, business-friendly economies in Europe.

Unemployment stands at a 44-year low and, as we prepare to seize all of the economic opportunities that come with our departure from the European Union, we know that a bright and prosperous future lies ahead for the whole of the United Kingdom. However, for too long, the benefits of this unprecedented growth in many of our world-renowned cities has not been felt as strongly by communities in our towns and rural areas.

That's why the Prime Minister and I launched the £3.6bn Towns Fund to unleash the full economic potential of over 100 places and level up communities throughout the country.

We are working with local people to agree proposals for a significant investment of up to £25 million in each place.

This funding will help to increase economic growth with a focus on regeneration, improved transport, better broadband connectivity, skills and culture.

The private sector has an integral role to play in making these Town Deals a success – driving investment and value for money and ensuring that funding delivers the jobs, businesses and homes our towns need to thrive for generations to come. That's why we are asking that a Board be established for each Town Deal and for that Board be led by a representative of the local business community.

We want to help towns come forward with plans that support our strategies to help rebalance the national economy and level up our regions through the Northern Powerhouse, Midlands Engine and Oxford-Cambridge Arc.

This prospectus provides practical guidance and advice to help communities, businesses and local leaders develop their own ambitious proposals for growth while drawing on successful examples from towns who have spurred long-term investment and regeneration in their areas.

I'm excited to see what entrepreneurial and creative plans communities bring forward over the coming months as we realise a new era of growth and prosperity for every part of our country.



Local Government Secretary Rt Hon Robert Jenrick MP

# 1 Levelling up our towns

## Background

- 1.1 Towns are home to some of our key businesses and employers, they host our world leading universities and are where the majority of the population live<sup>1</sup>. They serve as important centres to their surrounding areas, with shopping and leisure facilities and other services drawing in people from villages and rural areas.
- 1.2 Successive Governments have often focused on cities as engines of economic growth. City Deals gave local leaders new powers and resources to address constraints on growth in their economies – an approach since emulated around the world. City regions were further strengthened through the creation of Metro Mayors, who have brought together local government and businesses to define a collective vision and attract global inward investment.
- 1.3 Struggling towns do not always have the fundamental building blocks of a strong local economy in place. The evidence shows they can face some significant challenges: an ageing population without the skills necessary to attract new firms<sup>2</sup>; fewer people going on to and returning from higher education, fewer economic opportunities in the surrounding region; and less direct foreign investment than in cities<sup>3</sup>. Growth is held back where this is compounded by poor transport and digital connectivity.
- 1.4 Through the Towns Fund we will work with more places to address growth constraints.
- 1.5 While some towns have prospered through their links to growing cities<sup>4</sup>, generally residential towns – including commuter towns – have seen declining populations. For those still living in shrinking towns, social mobility often falters, even when compared to the most deprived communities in cities<sup>5</sup>. Where this is accompanied by declining quality of employment opportunities that can be accessed in towns, it can lead to feelings of being ‘left-behind’. In addition, the decline in retail offer and business closures often leaves a very visible mark on town centres and the wider built environment.
- 1.6 Without a strong economy, leisure facilities, which bring people together and contribute to the quality of life, have been closing in recent times<sup>6</sup>. It is crucial to grow the economy of towns to bring back these facilities back, and drive improvements in living standards.

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<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/understandingtownsinenglandandwales/anintroduction>

<sup>2</sup> <https://commonslibrary.parliament.uk/insights/trends-and-inequalities-in-cities-towns-and-villages/>

<sup>3</sup> <https://www.ey.com/uk/en/newsroom/news-releases/18-11-27-uks-largest-towns-and-cities-lure-international-investors-whilest-rest-of-the-country-gets-left-behind-brexitt-calls-for-a-new-approach>

<sup>4</sup> <https://www.centreforcities.org/reader/talk-of-the-town/direct-links-cities-towns/>

<sup>5</sup> <https://www.gov.uk/government/publications/state-of-the-nation-2016>

<sup>6</sup> <https://localtrust.org.uk/insights/research/left-behind-understanding-communities-on-the-edge/>



## Creating a sustainable future for towns

- 1.7 We know that each town will have different assets, and a unique path to prosperity. While there are many factors that determine the strength of the economy, growth ultimately depends on the success of businesses in the town and wider region. Through the Towns Fund we're giving 101 towns the tools to design and deliver a growth strategy for their area.
- 1.8 Some businesses make long-term investments in a place or depend on the location of towns for success in the wider economy. These firms might need access to the natural environment e.g. access to the coast for an offshore wind energy business; low cost floor space e.g. logistics and manufacturing; or are tied to a particular place through historic investment in infrastructure and capital assets e.g. ports, heavy manufacturing equipment.
- 1.9 Where these businesses are growing and significant in the town economy, local leaders should support them to grow further and invest into the workforce. By engaging with their supply chains, towns can diversify the economy and bring new opportunities to the area. For instance, car manufacturers depend on a supply chain of smaller manufacturers and professional services that can be supported to sell into new international markets. Transport connectivity to larger urban areas and regional economic assets (e.g. ports, manufacturers) can be strong in these towns and should be capitalised on by ensuring that there is good local connectivity (e.g. through improving access to a railway station) to deliver opportunities for all.
- 1.10 These interventions are equally appropriate for towns whose main function is to provide services, including from the public sector, to smaller towns and villages in the wider region. This is often the case in rural areas, where towns serve as hubs for the wider economy. A major hospital in a town like this could provide opportunities to boost the local supply chain, and then diversify those businesses into new markets.
- 1.11 In some towns, these businesses are declining or have closed. However, there are opportunities for the local workforce to re-train to access new jobs. Investments in social infrastructure – town centres, community spaces, schools, libraries – can create spaces for people to meet and deliver projects that build on a spirit of pride that is often strong in towns, and will give a strong foundation to develop skills and health. Local leaders should then work with the significant employers and education providers in the wider region to unlock new opportunities.
- 1.12 Businesses in other sectors (e.g. creative industries, professional services, tourism) are more mobile and can be drawn to the heritage and cultural offer in towns, as well as their connectivity to larger urban areas. Understanding what attracts these firms, and the wider link between amenity value and economic development will be key, such as the quality of town centres, the culture on offer<sup>7</sup> and access to quality green space which can improve health and wellbeing.

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<sup>7</sup> Parker, C., N. Ntounis, S. Quinn and S. Millington (2017), Identifying factors that influence vitality and viability

- 1.13 Substantial investment will be required to attract these types of business where they are not present, even if historically they have made a significant contribution to the local economy. In this context, local leaders should both build the skills of local people and make the place work for them, and take a strategic and long-term approach to attract new high value firms.
- 1.14 By harnessing a diverse range of perspectives – business, philanthropists, investors, universities, colleges, communities and civil society, as well as local authorities – towns can understand their assets, and, crucially, ensure they are all playing their part in growing the economy.
- 1.15 We know that coming together helps drive economic growth and capture imaginations and opportunities. This has been demonstrated through the success of the Northern Powerhouse, Midlands Engine and Ox-Cam Arc.
- 1.16 With the right support from government and strong local and community leadership, our country's towns can unlock their full potential; helping to raise living standards and productivity across the country.

## Town Deals

- 1.17 Through the £3.6bn Towns Fund, we have announced 101 towns we will work with toward a Town Deal, building on the learning of the Greater Grimsby Town Deal.
- 1.18 We know that substantial public investment is already flowing into towns and the regions in which they are located. Aligning this investment alongside the activity of business, investors, education providers and civil society will further improve the ability of towns to realise their growth ambitions.
- 1.19 We will work with places to identify opportunities to align or rationalise public investment around key local priorities, as part of agreeing a Town Deal. Where possible, there may also be commitments by government or its agencies to work with the town more closely.
- 1.20 Bringing in private investment will be key to sustainably growing town economies. The Towns Fund will allow towns to address some of the key investment criteria identified by overseas investors as important when considering investing in regional locations, including transport, skills, real estate availability and local business support. Investors are also attracted to projects with strong local alignment, as well as the support of government as a whole. Town Deals will play an important role in giving investors the confidence to back projects, ensuring all communities can prosper.
- 1.21 This Prospectus sets out the first stage of agreeing a Town Deal. This will operate as a two-stage process. We will provide further guidance on the Stage 2 in due course.

**Stage 1:** providing capacity support to places to put the structures and vision in place in order to move to the next stage of agreeing a deal

**Stage 2:** places to use their locally-owned Town Investment Plan to put together a business case to apply for funding for interventions

## The Towns Fund

1.22 The Towns Fund will provide the core public investment in Town Deals – additional funding may come from other sources or parts of government. The objective of the Fund is to drive the economic regeneration of towns to deliver long term economic and productivity growth through:

- **Urban regeneration, planning and land use:** ensuring towns are thriving places for people to live and work, including by: increasing density in town centres; strengthening local economic assets including local cultural assets; site acquisition, remediation, preparation, regeneration; and making full use of planning tools to bring strategic direction and change.
- **Skills and enterprise infrastructure:** driving private sector investment and ensuring towns have the space to support skills and small business development.
- **Connectivity:** developing local transport schemes that complement regional and national networks, as well as supporting the delivery of improved digital connectivity

## Urban regeneration, planning and land use

1.23 Perception of place is an important ‘pull’ factor in business location decisions and can affect a place’s capacity to attract and retain workers. Many towns already have a strong heritage and sense of place, and benefit from their cultural and civic assets which may make places more attractive to live, work, visit and invest in.

1.24 Investing in these cultural assets as part of an integrated regeneration strategy can rejuvenate places, leading to positive economic outcomes at a local level through helping to retain a highly skilled workforce, and attracting tourists who will bolster local businesses.

1.25 In post-industrial towns, there will likely also be opportunities to redevelop vacant sites for new business and leisure uses. By aligning this with other complementary investment, including transport, local leaders can ensure these developments support the economy into the future, and create wider strategic benefits. For example, agglomeration effects can occur when urban areas are dense and provide space for a mixture of uses, including housing.

1.26 Towns should explore strategies for bringing forward town centre regeneration, including making best use of brownfield sites or surplus land owned by central or local government. Having such a strategy in place will allow places to acquire strategic sites when opportunities arise and make use of them as part of long-term regeneration plans. Towns should work with public land owners and other land owners to identify and unlock land across the town and its periphery, creating a future land supply that will sustain the town’s development. All development should

be cognisant of flood risk and coastal erosion where relevant.



1 Bolton Town Centre

### **Case example: attracting private investment to the development of Bolton Town Centre**

Private investment can unlock growth plans that are beyond the scope of public investment. Bolton town centre's regeneration masterplan is an ambitious vision that has identified key areas for investment in the town centre, building on the town's successes in retail, tourism, office space and housing, and identifying areas for intervention that will expand and develop the town's assets.

Through Invest in Bolton, which was developed in collaboration with the Department for International Trade and the Greater Manchester Growth Company, the local authority has actively sought private investment of up to £1 billion, building on the £100 million committed by Bolton Council to kickstart the regeneration.

Though a 15-year plan, the quality of vision laid out in the masterplan, and the commitment the Council has made to regeneration means that investment has already begun to flow into the town centre, and a number of key sites for development are in discussion to be brought forward. The investment will ensure the town centre is fit for the future and can provide the right environment for shops and offices to prosper.

Source: <http://www.investinbolton.com/why-invest/>

### **Case example: modernising historic assets to drive local growth**

Historic England's cross Pennine project focused on the economic potential of vacant historic textiles mills. 20 target mills were identified and options explored to make them viable investments and ensure that wider regeneration benefits are captured. The project concluded that across West Yorkshire and the North West there is 3m sqm of untapped space which could provide 35,000 homes, 200,000 jobs, £9 billion GVA and £23 million per annum in business rates.

Sunny Bank Mills, Farsley, Leeds was a major employer for more than a century, it closed in 2008 and the owners, took an incremental approach to regeneration, establishing an employment centre and creating quality commercial space.

The individual character of the buildings and the site's history make it unique and appealing. It is now home to over 70 businesses including designers, textile artists and a children's play gym, providing 300 jobs overall. It also accommodates a café, art gallery and shop, and hosts an annual community festival, drawing thousands of visitors every year.

Source:

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/att>



2 Sunny Bank Mills, Farsley, Leeds

## Skills and enterprise infrastructure

- 1.27 We have one of the most successful labour markets in the world with the employment rate at a near historical high. But we still face challenges in meeting business need for skills and these challenges can be especially acute in towns. Furthermore, in many post-industrial towns, office space and other employment land is affordable, but is not always well connected to workers or attractive to business.
- 1.28 Universities, colleges and other skills providers already often play a significant role in many local communities and collaborating with local businesses on skills and economic development, but we need to build on this. Collaboration between businesses (large and small) and education providers is important to deliver a more highly skilled workforce. This could be achieved, for example, through investment in buildings that provide both office space and also areas to deliver training. Improving business support facilities may also open up opportunities for local partners, government agencies and the private sector to collaborate more effectively in delivering business support, trade and investment advice.
- 1.29 Addressing the skills that local employers need is essential. Further education providers have the flexibility to deliver the skills provision most relevant to their local areas. In addition, government and local places (through Local Enterprise Partnerships and Mayoral Combined Authorities) have established Skills Advisory Panels and, in some areas, Local Digital Skills Partnerships, to bring together local employers, education providers and other key players to further build an understanding of local labour market and skills needs. Town Investment Plans should use this evidence to identify challenges that local people face and coordinate strategies for how people can be supported locally to meet labour market needs in a way that complements existing skills initiatives and funding streams.
- 1.30 We recognise it is important to ensure everyone has access to high quality education and skills provision in order to reach their potential. Government and places are working together to help create a world leading technical offer including through T-Levels, Apprenticeships and Institutes of Technology. For some towns, investment in education facilities can attract new people to develop their skills. Equally, getting local people qualified to level 3, and build skills around English, maths and digital will help people to access and progress in work.
- 1.31 Places should also consider how they might provide additional support to young people to help them access traineeships or apprenticeships so that they can access and progress in work, especially for those young people at risk of leaving schools and being NEET (not in education or employment or training).

### **Case example: connecting employers with education providers in the Black Country**

The Black Country Skills Factory is an employer-led education and training collaboration which aims to address the shortfall of skills in the Black Country and increase the pipeline of suitably skilled staff to respond to growth. It has been a highly successful project in addressing skills shortages in the advanced manufacturing sector.

The aspiration is to fundamentally shift the relationship between employers and education providers to develop a networked approach to skills delivery: one that is needs-driven by industry demand for skills while also meeting general best practice standards.

Training and education courses are co-developed and co-delivered using shared facilities and industry trainers. This results in the provision of bite-sized skills training courses which fit the current and future needs of highly technical industries. The initial funding for training courses has now come to an end, with new funding being explored. Early findings show that the courses had a significant impact on Black Country businesses and their workforces.



### **Case example: supporting science intensive firms in Harlow**

In 2015, Harlow Council acquired 10 hectares in Harlow to create a collaborative, progressive sci-tech community. The community will provide spaces for start-ups to grow alongside larger, more established firms.

The development is located within the UK Innovation Corridor, an area which already has a global reputation for excellence in scientific research. Harlow Council is working in partnership with Vinci Developments, one of the UK's largest construction companies, and Anglia Ruskin University to create a public health science campus, bringing together research, innovation and manufacturing.

A second development phase was announced in June 2019 for a range of mid-tech units combining office, research and manufacturing and assembly space, with funding of £7.2 million approved for the development. The facility will support small businesses in the area and bring new employment to the local population.

Source: <http://harlowez.org.uk>

### **Case example: bringing education and skills providers together to boost essential life skills**

The Opportunity Area programme established a partnership of education and skills providers in Doncaster, which found that there was a gap in provision for children dealing with multiple disadvantage and vulnerability.

Combining local funding pots with £1m of additional investment from the Department for Education, an Essential Life Skills programme was put in place to develop non-cognitive skills in children, such as confidence, resilience and punctuality.

Source:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/753695/DFE - Opportunity Areas-One Year On .PDF](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/753695/DFE_-_Opportunity_Areas-One_Year_On_.PDF)

## **Connectivity**

- 1.32 High quality and well-designed infrastructure is critical to supporting local economies and sustainably improving living standards. Whether through improving the speed and reliability of transport connectivity or ensuring internet speeds are fit for the needs of businesses, infrastructure investment will be key to spreading prosperity in towns.
- 1.33 In many towns, there is a disconnection between where people live, and where jobs and leisure can be found<sup>8</sup>. For towns close to larger urban areas, strengthening transport within the town to regional transport links (e.g. through a bus network) will open up new opportunities for people in the area. All road-based investments should now include provision for bus priority and cycling, unless this can be shown to be inappropriate. Active travel schemes such as new cycle and walking paths, for example, those prioritised in Local Authority's Local Cycling and Walking Infrastructure Plans (LCWIPs), could have the added benefit of supporting the health of the population, as well as contributing to the net zero greenhouse gas emissions target.
- 1.34 While broadband access and speeds are increasing, we need to reduce the barriers to deployment of new gigabit-capable connectivity, including 5G and fibre connectivity to support our businesses to compete globally. For some firms (e.g. the creative industries or the area's start-up community) reliable digital infrastructure is a key determinant of their location of their jobs, and so digital infrastructure could underpin a new wave of entrepreneurialism to take root in our towns and cities. The deployment of digital, place-based infrastructure requires different local authority teams, for example highways, planning, estates, to buy into a single, cohesive vision for the area. Further support for local authorities can be found in the Digital Connectivity Portal<sup>9</sup>.

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<sup>8</sup> [http://shura.shu.ac.uk/24128/1/tackling\\_transport-related\\_barriers\\_low-income\\_neighbourhoods.pdf](http://shura.shu.ac.uk/24128/1/tackling_transport-related_barriers_low-income_neighbourhoods.pdf)

<sup>9</sup> <https://www.gov.uk/guidance/digital-connectivity-portal>

### **Case example: strengthening transport links between towns and cities**

Some towns suffer from disconnection to larger urban areas. Where there are transport links in place, towns should make the most of them by improving access from within the town.

For example, a project to improve cycling and walking access at Dewsbury and Huddersfield rail stations through information displays, safety measures and other enhancements was awarded £1.9 million through the Transforming Cities Fund, allowing more passengers to benefit from regional rail connections.

Towns can also help to strengthen transport networks in city regions, including through developing connections to other towns.

Sheffield City Region was awarded £4.2 million in March 2019, to take forward a suite of active travel measures that will better connect towns and villages across South Yorkshire. This includes plans for improved cycle and pedestrian routes connecting Doncaster's town centre, railway station, smaller towns such as Conisbrough and Thorne, and the new growth opportunities at Doncaster iPort; plus a new cycle route from Rotherham town centre that will help establish a sustainable transport link for around 2,400 new homes at the Bassingthorpe Farm site, beyond the town.



3 the Sheffield Rotherham tram-train trial

Photo © Andrew Tryon (cc-by-sa/2.0)

### **Case example: using transport infrastructure to give businesses a digital boost in Cambridgeshire**

Towns have levers available to them to bring forward the digital revolution. In Cambridgeshire, a new 'Dig Once' policy has been put in place whereby all new major infrastructure projects (roads, cycleways, busways) must now include ducting to enable the fast and efficient installation of fibre.

Wider use of the assets is enabled by virtue of a new joint venture company between Cambridgeshire County Council and the University of Cambridge, Light Blue Fibre Ltd, which is licenced to make all new and existing duct and dark fibre assets commercially available on a wholesale basis ([www.lightbluefibre.co.uk](http://www.lightbluefibre.co.uk)).

Alongside investment in digital connectivity for public sector buildings from which nearby firms can benefit, the scheme is bringing fast digital connectivity to businesses in the area, unlocking new growth opportunities.



### **Case example: opening access to retail in Telford**

Retail and leisure businesses are often held back by poor access to the wider area. Addressing this can be complex when working with dense, built up areas, but we know that these schemes create a better, and more sustainable, foundation for local firms than out of town alternatives.

In Telford, a transport scheme reconfigured the Box Road: a high-speed, three-lane, one-way circulatory system surrounding and constraining the pedestrianised retail area and limiting growth of businesses in the area (pictured above).

The new design encouraged lower speeds, which allowed twelve pedestrian crossings to be installed, and new cycle-ways built.

Under the scheme, the shopping area was connected to a major public/private sector development, now completed at Southwater, including a cinema, hotel, bars and restaurants and other leisure attractions. The scheme was complex to design and deliver but puts Telford on a firm footing to grow into the future.

Source:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/648822/local-sustainable-transport-fund-impact-summary-report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/648822/local-sustainable-transport-fund-impact-summary-report.pdf)

## 2 Preparing for a Town Deal

- 2.1 This prospectus sets out the first stage of agreeing Town Deal, with the following steps:



- 2.2 We expect Unitary Authorities, District Councils, and Borough Councils in the areas for the towns selected (hereby referred to as ‘the Lead Council’) to develop a Town Deal Board no later than the end of January 2020, then produce a Town Investment Plan no later than Summer 2020. Further information on what we expect to see in both a Town Deal Board and a Town Investment Plan is below.
- 2.3 The Town Deal Board and Investment Plan will together inform the second stage of agreeing a Town Deal: which will include completing a business case based on the selected content of Town Investment Plans with government. We will publish further detail on how we will agree Town Deals in due course, including the amount of capital and revenue funding available, and the interventions that can be supported through the fund.
- 2.4 We know that in some towns, there are strong partnerships and proposals already in place. We expect to work with these places to agree a Town Deal more quickly. This, in turn, will allow others to take advantage of the support being offered by government to develop good proposals. Lead Councils will return a readiness checklist to government to gauge how quickly towns in their area will be able to prepare for a Town Deal.
- 2.5 Agreeing a Town Deal with investment from the Towns Fund of up to £25m per place will be dependent on government receiving high-quality proposals that meet the objective of the fund and follow the further guidance to be published. If government is not content with the quality of proposals, including their alignment with the objective of the Towns Fund by the end of Summer 2020, then it is unlikely a Town Deal would be agreed.
- 2.6 In due course we will announce details of a competition for further towns to develop a Town Deal Board, a Town Investment Plan and have the opportunity to agree a Town Deal. While we will be looking at aligning this with other funds, including the Future High Street Fund, the purpose of these funding streams is different with the Towns Fund focusing on a wider geography than just one high street. In many places Town Deal funding will not necessarily be directed toward the high street.
- 2.7 Where towns are both preparing to agree a Town Deal and are already involved in the Future High Streets Fund, we expect plans to be aligned, whilst still meeting the separate objectives of the funds. We are not changing our expectations or timelines

for those places currently progressing through the Future High Streets Fund.

## Capacity funding and support

2.8 Lead Councils will shortly receive capacity funding from government via a s31 grant to support the development of a Town Deal Board and Investment Plan for each of the shortlisted towns in their area. Funding is being allocated according to population size, using the Office for National Statistics' categorisation of small, medium and large towns. The full details are published in the annex of this prospectus.

Town Size	Population (Census 2011)	Capacity funding (£)
Small	5,000 – 20,000	140,000
Medium	20,000 – 75,000	162,019
Large	75,000 – 225,000	173,029

2.9 We would anticipate that this funding will be used for:

- Convening Town Deal Board
- Running business and wider community engagement events
- Developing Town Investment Plans
- Providing technical expertise for business case development

2.10 Places will also receive some support from within the MHCLG, from relevant departments across government, and from further sources to be announced.

### The MyTown Campaign

2.11 It is vital that towns engage with communities to find out directly from the public what they love about their place and how they want to see it grow. To do this we are developing a communications and community engagement toolkit for Town Deal Boards. This will be complemented by a media campaign which will:

- Inform people in the 101 towns of the opportunities of the Towns Fund
- Encourage local people to get involved and to generate ideas

2.12 This campaign will support the community engagement and capacity building activity, detailed below.

2.13 To support the campaign, Lead Councils should nominate a point of contact to work alongside government, as part of completing the readiness checklist.

## Town Deal Boards

The Town Deal Board will be the vehicle through which the vision and strategy for the town is defined. It will produce a Town Investment Plan and inform the Town Deal, including the amount of investment secured through the Towns Fund.

The role of the Board is to:

- Develop and agree an evidenced based Town Investment Plan
- Develop a clear programme of interventions
- Coordinate resources and influence stakeholders

### Which area should it represent?

2.14 The Lead Council should define the area the Town Deal Board will represent on a map. As a default, this should use the boundaries defined by the Office for National Statistics in their recent article<sup>10</sup>. This is important so that local communities and other bodies understand where the area of benefit will be. We expect that the geographical area should be continuous.

2.15 Any changes to the ONS boundaries will need to be discussed with government to ensure it includes, as part of the area, the town that was originally selected.

### Role of the Lead Council

2.16 The Town Deal Board should be convened by the Lead Council. The governance structure and decision-making structures of the Town Deal Board should be made public by the Lead Council.

2.17 Where more than one town is coming together to develop a Town Deal (more detail on the Joint Town Investment Plans is below), both Lead Councils should have an equal role in the partnership.

2.18 Town Deal Boards can build on pre-existing governance structures and relationships at a local level, if they meet the guidance set out in this prospectus.

2.19 We expect the Town Deal Board to align with the governance standards and policies of the Lead Council including around whistle blowing, conflicts of interest, and complaints.

### Who should be represented?

2.20 We recognise that no two towns are the same, but that successful partnerships share some characteristics. We have therefore set out the following requirements and guidelines.

2.21 Town Deal Boards must include:

- **Other tiers of Local Government:** We expect all tiers of local government to be a part of the Town Deal Board:

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<sup>10</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/understandingtownsinenglandandwales/anintroduction>

- **Town and parish councils:** Town and parish councils have an important role to play in convening stakeholders and providing localised perspective, as they are closely connected to the communities they serve.
- **Upper-tier authorities:** bring crucial understanding of the important role towns play within the wider regional economy – as well as strategic leadership and powers that will be of value to the partnership.
- **Mayoral Combined Authorities and Combined Authorities:** provide a strategic overview of an area and many hold powers that will be critical to delivering the Towns Fund e.g. transport.
- **Members of Parliament:** The MP (or MPs) representing the town should be invited to engage in the process of designing and agreeing the Town Investment Plan.
- **Local businesses and investors:** Driving economic growth and building productivity will require entrepreneurship and investment from business. It will therefore be essential to draw on their leadership and capability to help understand challenges and develop the key proposals. Existing investors currently active in the area also have an important role to play; their experience of driving development in specific regions should be drawn on to identify the best uses of public and private funds. **We expect to see representation on Town Deal Boards through large employers and SMEs.**
- **Local Enterprise Partnerships (LEPs):** LEPs bring a strong specialism in economic development strategy, business engagement, and the local skills system – through Skills Advisory Panels – ensuring Town Investment Plans are informed by local economic strategies e.g. Strategic Economic Plans and Local Industrial Strategies.
- **Communities:** Each town will decide how best to involve their local community, building on the MyTown campaign. Communities should have a meaningful role in decision-making for the future of their town, and Town Deal Boards should draw on the local knowledge and insight that communities can provide on the barriers to driving local growth and productivity. We expect this to be achieved by including community representatives from prominent local civic and faith organisations in the governance structure, such as representatives from local community forums, voluntary and community sector organisations, or Councils of the Voluntary Sector.
- Communities are more likely to work to implement solutions, and be able to take advantage of the economic opportunities resulting from government investment if they engaged early and throughout the process of designing and delivering the Town Investment Plan.

2.22 Town Deal Boards may also include (either in their governance structure or in their engagement activity):

- **Business Improvement Districts (BIDs):** where they exist, BIDs work to improve commercial areas through additional services. They have close relationships with their business members and play a strategic role in place shaping

- **Jobcentre Plus:** provide information on working with people furthest from the labour market, and work closely with the voluntary and third sector to support people into work
- **Anchor institutions:** have strong convening power, as well as a significant role in the local economy. They may include:
  - The wider business community
  - Universities and Further Education colleges
  - Academies and Schools
  - Hospitals
  - Development corporations
  - Local sports teams
  - Cultural and creative institutions
  - Housing sector including housing developers and housing associations
- **Arms-length bodies and other non-departmental government agencies:** Such as Homes England, the Environment Agency, and the Historic England have expertise in delivering interventions, and existing place-based networks across the country, which can bring local expertise, as well as the ability to engage with issues at a regional level.
- **Other private investors and developers:** national or international private investors and developers should be engaged early to understand their requirements for investment and identify the best use of public and private funding.

### How should it function?

2.23 The Lead Council should publish the Town Deal Board’s governance structure and ways of working, such as a statement for how the board will engage stakeholders and agree decisions over time. Lead Councils should set out how capacity funding will be spent, and how that will support the process of developing a good Town Investment Plan.

2.24 Whilst the Town Deal Board serves an advisory function to the Lead Council, we expect all members to adhere to the Nolan Principles<sup>11</sup>, set out clear Terms of Reference, and agree to a Code of Conduct.

2.25 While we recognise that each place is different, Town Deal Boards should appoint a Chair. Where appropriate we expect this Chair to be from the private sector.

### **Town Investment Plans**

2.26 Towns must develop a well-evidenced Town Investment Plan, which sets out a clear understanding of the area, focusing on its assets, opportunities and challenges.

2.27 The amount of investment from the Towns Fund will be determined based on the strength of the Towns Investment Plan amongst other relevant factors.

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<sup>11</sup> <https://www.gov.uk/government/publications/the-7-principles-of-public-life>

## What should it say?

- 2.28 The Town Investment Plan should set out investment priorities that could drive economic growth, supported by clear evidence and targeting investment into the economic infrastructure listed around the objective of the fund, as well as making full use of existing powers, particularly in planning.
- 2.29 Town Investment Plans should complement other pre-existing strategy documents that have been developed with local partners to avoid duplicating efforts, and where necessary build on these to meet the expectations set out in this prospectus. For instance, it will be important to align with Local Industrial Strategies, Skills Advisory Panel analysis, local environmental strategies, Local Plans and Spatial Development Strategies, and Local Transport Plans.
- 2.30 Plans should be cognisant of the wider strategic approach being taken through the Northern Powerhouse, Midlands Engine, Ox-Cam Arc and other pan regional strategies. The document should detail high Value for Money interventions that will drive economic growth.
- 2.31 Investment from this fund should be aligned with the government's clean growth objectives where possible, while ensuring that projects deliver good value for money, and as a minimum must not conflict with the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.
- 2.32 It should capture existing government and local initiatives and suggest ways of better coordinating investments within a place, where this could lead to further economic growth.
- 2.33 We expect the strategic element of Town Investment Plans to include:
- Background, context and evidence of need for suggested interventions
  - A vision for the town, complementing agreed or emerging local economic strategies
  - A high-level description of priority areas for the short, medium and long term, including:
    - Activity that can be locally funded
    - Projects that could be supported by public investment (including through the Towns Fund), with high level cost estimates
    - Ambitions for private sector investment and community involvement

### **Case example: aligning Walsall's regeneration with the wider region**

Aligning the growth plans of towns with the wider area will mean every opportunity is being acted on. Walsall's regeneration has been developed to ensure it closely aligns to wider plans for the Borough and wider West Midlands Combined Authority. The regeneration of Walsall began in 2017 with the purchase of the Saddlers Shopping Centre – located in a key position on top of Walsall Railway Station. Its location and regional connectivity across the Black Country has resulted in Transport for West Midlands further investing in public transport provision in Walsall.

New Art Gallery Walsall is one of the most prominent buildings in the town centre, and has an international reputation. Walsall Council have therefore put the Gallery at the heart of their Town Centre masterplan. This plan leverages the Art Gallery, and other cultural assets to draw people into the reinvigorated public spaces in the town centre, and encourage footfall for the surrounding retail offer, whilst also attracting workers to the offices located there.

Walsall will play a key role in realising the West Midlands' ambitious housing plans, as part of the West Midland's Local Industrial Strategy. From the development of homes, to the Walsall to Wolverhampton housing growth corridor, Walsall has an opportunity to attract private sector housing investment to improve attract high-skilled workers to the area and grow the economy.



4 New Art Gallery Walsall

- 2.34 In due course, additional guidance will be published on the interventions in scope for the Towns Fund, the capital revenue split, and business case guidance. At this point, Town Investment Plans will be further developed to add detail to the priorities that could be funded through the fund (where consideration to the economic, commercial, management and financial aspects of proposals should be given.) However, as this is about driving long-term transformative change to local economies, we expect to see capital projects at the core of projects submitted for Town Deal funding.
- 2.35 Lead Councils and Town Deal Boards should seek to engage private investors and developers early. As part of this engagement, opportunities for private investment should be identified collaboratively.
- 2.36 We recognise that Town Deal Boards may want support and advice in developing their Town Investment Plans. A number of departments are considering the best way to provide that support; we anticipate that it will include guidance on assessing the evidence base, and intervention design to ensure Value for Money. For example, Department for Culture Media Sport (DCMS) has already set out its Connected Growth Manual<sup>12</sup>, providing guidance to Local Authorities and LEPs on what they can do to support the sectors that DCMS represents.

### Joint Town Investment Plans

- 2.37 There is provision for local places to produce a joint Town Investment Plan. This is dependent on towns selected in the list of 101 towns agreeing to work collaboratively and sharing both a Town Deal Board and Town Investment Plan. It is for the local area to decide whether a case can be put to government on the benefits of clustering towns together. This could be within a single local authority, LEP or Combined Authority area. Reasons for this could be:
- The towns in question are next to each other and/or are part of the same continued urban area
  - The towns have significant overlap in terms of economic and social geography
  - The Board representatives of each town would significantly overlap
  - Having multiple smaller geography partnerships would dilute from a more strategic approach across multiple towns
  - There are not suitable levels of stakeholder engagement for a particular town (because it lacks suitable scale etc.) and would benefit from a joint approach
  - There are wider strategic benefits from bringing the towns together
- 2.38 Following this approach will not reduce the levels of capacity funding or the Towns Fund allocation. However, the Lead Council will need to agree this with government ahead of the Town Deal being agreed.

### How is it agreed?

- 2.39 The Town Investment Plan must be agreed by the Town Deal Board in line with the Board's locally-agreed governance structure, which we would expect to be agreed

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<sup>12</sup> <https://www.gov.uk/government/publications/connected-growth>

and published no later than January 2020.

- 2.40 The Town Investment Plan is a locally owned document and will not require sign off by government, however it will form the basis of deal negotiation and inform the amount of investment agreed through the Towns Fund. The Plan should explicitly set out how the Towns Fund is being used to crowd-in other local and private investment. It should also articulate how the interventions are driving economic regeneration and delivering value for money.
- 2.41 We encourage places to communicate with government departments (both through regular channels and through specific engagement that MHCLG will arrange) on the development of the Town Investment Plan and to discuss investment priorities.
- 2.42 Further guidance on the agreement of Town Deals will be issued in due course.

### **Learning, networking, and collaboration**

- 2.43 We ask the Lead Council to be 'open by default' about their Town Deal Boards, Town Investment Plans and outline business cases, while acknowledging that commercially sensitive information will need to be protected (this should align with the Lead Council's on their process to handle information which is not to be published in the public domain). Town Deal Boards will make their governance structures, profiles on key stakeholders, meeting agendas and minutes (in accordance with the Local Government Act 1972), evidence and any supporting documents for Town Investment Plans publicly available. For instance, this could be published on the Lead Council's website.
- 2.44 We will actively facilitate learning between towns. For example, by running regional events, thematic learning events (e.g. around active travel interventions) and publishing products on 'what works' for local growth in towns. In partnership with the What Works Centre for Local Economic Growth and the What Works Centre for Wellbeing, MHCLG will publish materials and support events for those involved in delivering the Towns Fund, as well as those in other towns.
- 2.45 We will be appointing officials who will support collaboration – strengthening existing connections between towns and creating new ones. They will also support Town Deal Boards to connect with local partners. For example, in towns benefiting from the government's Opportunity Area programme are encouraged to connect with their local Opportunity Area partnerships, thereby ensuring that Town plans can build on local efforts already underway in improving education and skills. Contact details can be found in the relevant published Opportunity Area plans.
- 2.46 Alongside future guidance being published on the Town Deal process, we will set out our expectations for monitoring and evaluation, as well as guidance on when Town Investment Plans should be published online.

## 3 Annexes

### Timeline for Lead Councils

Capacity funding distributed to Lead Councils	November 2019
Readiness checklist returned	19 <sup>th</sup> November 2019
All Town Deal Boards convened (including publication of town boundary)	End of January 2020
Further guidance published	Early 2020
All Town Investment Plans produced	Summer 2020
Town Deals agreed	2020-21
A competition for further Town Deals	2020

### Capacity funding allocation per town

Local Authority	Town(s)	Town Capacity Funding Allocation (£)	Local Authority Total (£)
Allerdale Borough Council	Workington	162,019	162,019
Ashfield Council	Kirkby-in-Ashfield	162,019	324,038
	Sutton in Ashfield	162,019	
Barnsley Council	Goldthorpe	140,000	140,000
Barrow Borough Council	Barrow-in-Furness	162,019	162,019
Bedford Borough Council	Bedford	173,029	173,029
Blackburn with Darwen Borough Council	Darwen	162,019	162,019
Blackpool Council	Blackpool	173,029	173,029
Bolton Council	Bolton	173,029	173,029
Boston Borough Council	Boston	162,019	162,019
Bournemouth, Christchurch and Poole Unitary	Bournemouth	173,029	173,029
Bradford Metropolitan District Council	Keighley	162,019	324,038
	Shipley	162,019	
Broxtowe Borough Council	Stapleford	140,000	140,000
Calderdale Council	Todmorden	140,000	302,019
	Brighouse	162,019	
Carlisle City Council	Carlisle	173,029	173,029
Charnwood Borough Council	Loughborough	162,019	162,019
Cheshire East Council	Crewe	162,019	162,019
Chesterfield Borough Council	Staveley	140,000	140,000
Colchester Borough Council	Colchester	173,029	173,029

Copeland Borough Council	Cleator Moor	140,000	280,000
	Millom	140,000	
Corby Borough Council	Corby	162,019	162,019
Cornwall Council	Penzance	140,000	604,038
	St Ives	140,000	
	Camborne	162,019	
	Truro	162,019	
Durham County Council	Bishop Auckland	162,019	162,019
Crawley Borough Council	Crawley	173,029	173,029
Darlington Borough Council	Darlington	173,029	173,029
Doncaster Borough Council	Stainforth	140,000	313,029
	Doncaster	173,029	
Dudley Borough Council	Dudley (Dudley)	173,029	173,029
East Lindsey District Council	Mablethorpe	140,000	302,019
	Skegness	162,019	
East Riding of Yorkshire Council	Goole	162,019	162,019
East Staffordshire Borough Council	Burton upon Trent	162,019	162,019
East Suffolk District Council	Lowestoft	162,019	162,019
Erewash Borough Council	Long Eaton	162,019	162,019
Great Yarmouth Borough Council	Great Yarmouth	162,019	162,019
Halton Borough Council	Runcorn	162,019	162,019
Harlow District Council	Harlow	173,029	173,029
Hartlepool Borough Council	Hartlepool	173,029	173,029
Hastings Borough Council	Hastings	173,029	173,029
Herefordshire Council	Hereford	162,019	162,019
Ipswich Borough Council	Ipswich	173,029	173,029
Borough Council of King's Lynn and West Norfolk	King's Lynn	162,019	162,019
Kirklees Council	Dewsbury	162,019	162,019
Leeds City Council	Morley	162,019	162,019
Lewes District Council	Newhaven	140,000	140,000
Lincoln City Council	Lincoln	173,029	173,029
Mansfield District Council	Mansfield	173,029	173,029
Mendip District Council	Glastonbury	140,000	140,000
Middlesbrough Borough Council	Middlesbrough	173,029	173,029
Milton Keynes Council	Milton Keynes	173,029	173,029
Newark and Sherwood District Council	Newark-on-Trent	162,019	162,019
Newcastle-under-Lyme Borough Council	Kidsgrove	162,019	335,048
	Newcastle-under-Lyme	173,029	
North East Derbyshire District Council	Clay Cross	140,000	140,000
North East Lincolnshire Council	Grimsby	173,029	173,029

North Lincolnshire Council	Scunthorpe	173,029	173,029
Northampton Borough Council	Northampton	173,029	173,029
Northumberland County Council	Blyth	162,019	162,019
Norwich City Council	Norwich	173,029	173,029
Nuneaton and Bedworth Borough Council	Nuneaton	173,029	173,029
Oldham Borough Council	Oldham	173,029	173,029
Pendle Borough Council	Nelson	162,019	162,019
Peterborough City Council	Peterborough	173,029	173,029
Preston City Council	Preston	173,029	173,029
Redcar and Cleveland Borough Council	Redcar	162,019	162,019
Redditch Borough Council	Redditch	173,029	173,029
Rochdale Borough Council	Rochdale	173,029	173,029
Rotherham Borough Council	Rotherham	173,029	173,029
Sandwell Metropolitan Borough Council	Rowley Regis	162,019	486,058
	Smethwick	162,019	
	West Bromwich	162,019	
Scarborough Borough Council	Whitby	140,000	302,019
	Scarborough	162,019	
Sedgemoor District Council	Bridgwater	162,019	162,019
Sefton Council	Southport	173,029	173,029
Sheffield City Council	Stocksbridge	140,000	140,000
South Ribble Borough Council	Leyland	162,019	162,019
St. Helens Council	St Helens	173,029	173,029
Stevenage Borough Council	Stevenage	173,029	173,029
Stockport Metropolitan Borough Council	Cheadle	140,000	140,000
Stockton on Tees Borough Council	Thornaby-on-Tees	162,019	162,019
Swindon Borough Council	Swindon	173,029	173,029
Telford & Wrekin Council	Telford	173,029	173,029
Thanet District Council	Margate	162,019	162,019
Thurrock Council	Tilbury	140,000	302,019
	Grays	162,019	
Torbay Council	Torquay	162,019	162,019
Wakefield Council	Castleford	162,019	335,048
	Wakefield	173,029	
Walsall Borough Council	Bloxwich	162,019	324,038
	Walsall	162,019	
Warrington Borough Council	Warrington	173,029	173,029
Wirral Metropolitan Borough Council	Birkenhead	173,029	173,029
City of Wolverhampton Council	Wolverhampton	173,029	173,029
Worcester City Council	Worcester	173,029	173,029



Ministry of Housing,  
Communities &  
Local Government

# Towns Fund guidance



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June 2020

## Ministerial Foreword

In the year since we launched our £3.6 billion Towns Fund, the country has faced a whole new set of challenges that we could not have predicted.

But we have seen towns and their communities, at the forefront of our national response to Covid-19, showing great adaptability and resilience. Our appreciation and pride in the places we call home is greater today than ever before.

I'm clear that towns should be at the heart of our nation's recovery and the Towns Fund has never felt more important. This investment into 100 towns across the country will galvanise local businesses and communities. It will show how government and places can come together to build more prosperous futures.

Our Towns Fund Prospectus, launched in September, set out our vision for the Fund and the first stages of the process. Today's publication of further guidance represents another significant step.

While the funds may take on a further purpose in helping us recover and rebound, the overarching objective of the Towns Funds remains the same: to drive the sustainable economic regeneration of our towns for long-term economic and productivity growth.

That is why I'm so pleased we haven't lost momentum. Since September, our towns have been working hard to establish Town Deal Boards and develop their Town Investment Plans. All towns should be incredibly proud of the progress they have made.

The Towns Fund is at the centre of our ambition to level up this country and make it a better place for everyone to live and work. I look forward to working with our towns and communities to make this a reality.

Simon Clarke MP  
Minister for Regional Growth and Local Government

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## 1. Introduction

- 1.1 On 6 September 2019 the government invited 100 places in England to develop proposals for a Town Deal, forming part of the £3.6 billion Towns Fund announced by the Prime Minister in July 2019.
- 1.2 Towns are home to some of our key businesses and employers, they host some of our world-leading universities and are where the majority of the population live. They serve as important centres to their surrounding areas, with shopping and leisure facilities and other services drawing in people from villages and rural areas.
- 1.3 Struggling towns, however, do not always have the fundamental building blocks of a strong local economy in place. The evidence shows they can face some significant challenges: an ageing population without the skills necessary to attract new firms; fewer people going on to and returning from higher education; fewer economic opportunities in the surrounding region; fewer opportunities for training and retraining; and less foreign direct investment than in cities. Growth is held back where this is compounded with poor transport and digital connectivity.
- 1.4 We know that towns have been working hard since September to establish Town Deal Boards and develop Town Investment Plans (TIPs) – and while many have had to deprioritise this work in the current crisis, all towns are keen to understand the next steps and how they can agree their Town Deal.
- 1.5 This guidance is intended to enable towns to finalise their TIPs and work with MHCLG to agree their Town Deals. It sets out key information about interventions in scope, and the roles of different stakeholders throughout the process, and shows the path towards the implementation of Town Deals.

### Town Deals and Covid-19 impacts

- 1.6 At the time of writing, we are facing a set of challenges on an unprecedented scale. We cannot predict exactly what the coming months will bring, and we are concerned that deprived towns may be hit harder by this crisis than elsewhere.
- 1.7 We have not changed the focus of the Towns Fund, nor the types of interventions we expect to support. The effects of Covid-19 have been felt directly by all towns, and the impact has been particularly acute for those with the vulnerabilities and weaknesses that the Towns Fund was set up to address. So this investment in towns is more needed than ever. The government wants to meet the long-term needs of left behind communities, and remains committed to levelling up.
- 1.8 The Town Deal may for some towns take on additional purpose as a key part of the efforts to recover and rebound from this crisis. The Towns Fund will enable the agreement of strategic investments by the end of the financial year, tailored to each

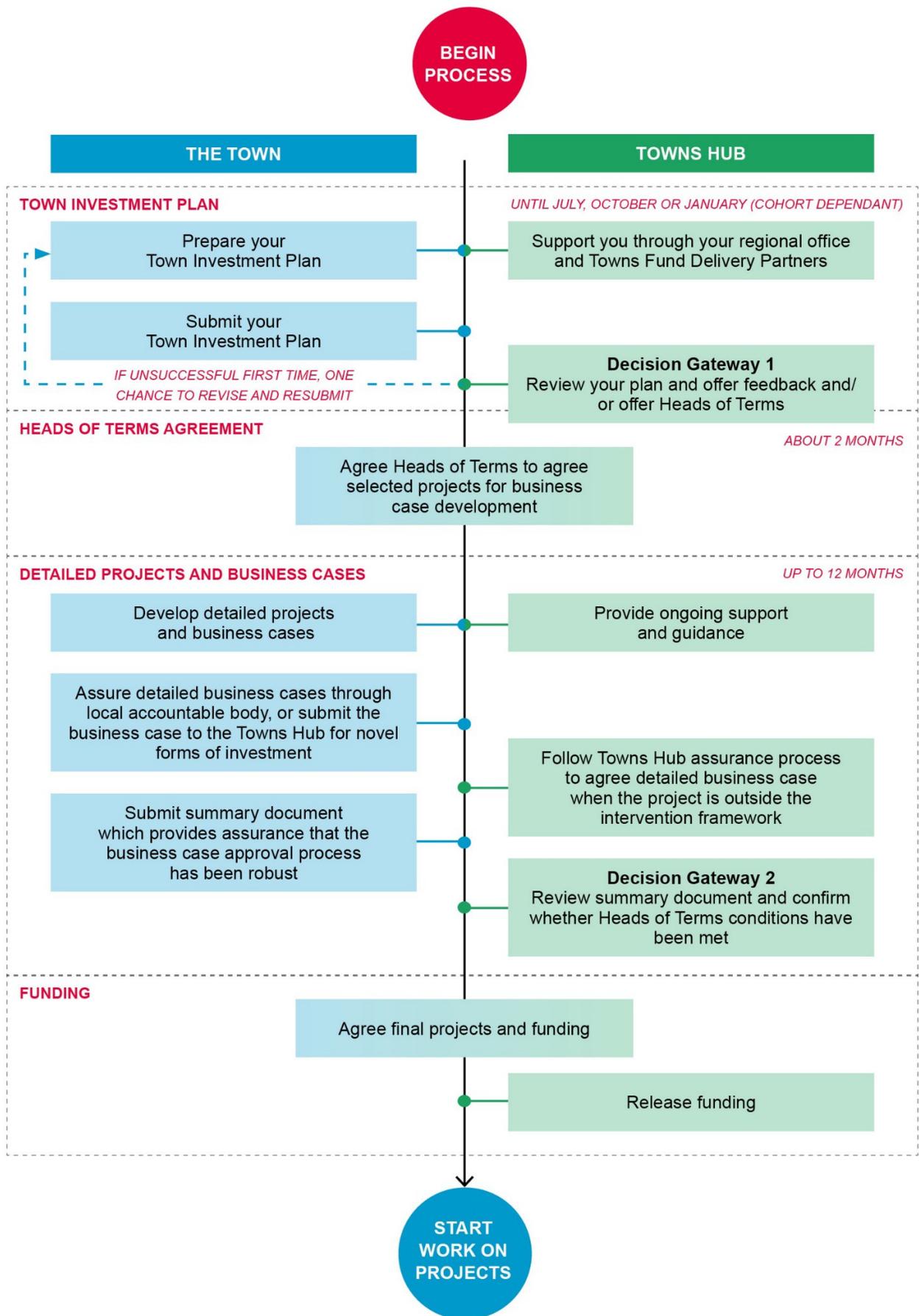
town's circumstances and the localised impacts of Covid-19. This is part of a wider package of support for places to respond to Covid-19, including measures to mitigate the immediate impact, such as the £12.3 billion funding to help small and rural businesses manage their cashflow through this period. Through supporting local economic plans and partnerships, the Towns Fund will help chart a course and lay the groundwork for levelling up over the longer term, as set out in the [UK government's Covid-19 Recovery Strategy](#).

- 1.9 We will be flexible and responsive. We have pushed back the deadlines for submitting Town Investment Plans to reflect the ongoing uncertainty and the pressures on all partners on Town Deal Boards. We will continue to monitor the situation and where needed will provide towns with additional support to complete TIPs.
- 1.10 We would like all towns to outline in their Town Investment Plan how Covid-19 is impacting their local economy, and how this is reflected in their strategy and prioritisation. It may be that some priorities have shifted, or it could be that the same things are still critical – whichever is the case, it is paramount that Covid-19 forms part of the evidence base and is factored into decision-making.
- 1.11 Towns should take advantage of the opportunities presented to chart a sustainable course for their long-term growth. While there may be a case for mitigating the impacts of the crisis on key sectors and parts of town, we will not support measures that are purely short-term. We would like towns to focus on making adaptations which increase resilience and prosperity.
- 1.12 Town centres may be hit hard by the impacts on retail, adding to longer-running trends and pressures. In particular, towns may want to consider how they can reconfigure town centres for mixed uses. There may be other opportunities to make decisive changes for the long term, such as investing in sustainable modes of transport to take advantage of behaviour changes caused by lockdown. TIPs must include a wider spatial strategy, setting out why targeted areas have been chosen, what is being done to support other key areas of their town, and how this will support the town centre.
- 1.13 Towns should flag if they want to use their Town Deal as a key part of their recovery plans and set out how their proposed projects fit with other recovery measures. Towns in this position should highlight projects they believe are 'shovel ready' and the potential to tie in multiple lines of support to one deal.
- 1.14 Given the uncertainties, towns may wish to set out scenarios and hypotheses to underpin plans and ensure plans are flexible to evolving contexts and guidance. We expect to see projects prioritised that will be valuable against a number of possible scenarios, rather than large, risky investments.

- 1.15 Through MHCLG's Towns Hub we will provide resources and advice to help towns understand how Covid-19 will impact them in the future, and lessons about suitable interventions, opportunities and risks. Towns hardest hit by the pandemic and those to whom the deal is an essential part of their recovery planning will receive additional support.

### Towns Fund Process

- 1.16 The diagram below summarises the process for agreeing Town Deals and starting implementation. It has been designed to help strengthen the quality of Town Deals, building partnerships and strategies that will help guide investment and development over time. At the same time, it ensures sufficient oversight and assurance of how money is spent at a local and national level.
- 1.17 There are two phases, with a decision gateway at the end of each. First, towns will develop TIPs, which will be assessed by MHCLG to inform a Heads of Terms offer (given the submission is of sufficient quality). Towns will then develop agreed projects and business cases in detail, and government will assess that information before releasing funding for implementation.
- 1.18 We understand from our readiness assessments carried out over the past six months that towns had very different starting points, and towns have had varying ability to continue their work during the recent crisis. Towns will therefore be able to submit their TIPs in four cohorts, depending on when they will be ready: cohort 1, 2, 2a or 3.
- 1.19 Should towns fail to submit a TIP of sufficient quality, they will be given one more opportunity to do so. If they fail a second time, they will no longer be eligible for a deal. Through the Towns Hub, we will provide Town Deal Boards with the support they need to successfully complete the process.



## 2. Towns Fund purpose

- 2.1 Through the Towns Fund we will work with more places to address growth constraints and to ensure we chart a course of recovery from the impact of Covid-19. The overarching aim of the Towns Fund is to **drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth**. This will be done through:

### **Urban regeneration**

Ensuring towns are thriving places for people to live and work, including by:

- Increasing density in town centres;
- Strengthening local economic assets including local cultural assets;
- Site acquisition, preparation, remediation, and/or development; and
- Making full use of planning tools to bring strategic direction and change.

### **Skills and enterprise infrastructure**

- Driving private sector investment and small business development; and
- Ensuring towns have the space to support skills and small business development.

### **Connectivity**

- Developing local transport schemes that complement regional and national networks; and
- Supporting the delivery of improved digital connectivity.

- 2.2 We know town centres and high streets are facing particular challenges. We are leaving the flexibility for towns to prioritise investment across the town – for example, in gateway areas, key education or employment sites. We would like to understand your plan for the town centre, to be included as part of the spatial strategy in your TIP.

- 2.3 Many towns face serious social as well as economic challenges. We suggest that towns incorporate this through a focus on inclusive growth. The Towns Fund investments are not intended to target the social challenges directly; these will be covered by other government policy and departments – although you may wish to include actions and investments in these spheres as part of the wider Town Deal.

- 2.4 TIPs should be guided by sustainability – economic, environmental, and social. The government has committed to a legally binding target to achieve net zero greenhouse gas emissions by 2050; clean growth represents a huge opportunity for the UK economy, and is a core principle of the Towns Fund. The current situation creates an opportunity to speed up the process of restructuring our industry, commerce and communities towards a greener future.

- 2.5 Towns and local authorities are well placed to coordinate clean growth investment in their local area, which can deliver decarbonisation, improved air quality and health, and economic growth.

### 3. What should be in a Town Deal?

- 3.1 A Town Deal is an agreement in principle between government, the Lead Council and the Town Deal Board, confirmed in a Heads of Terms document. It will set out a vision and strategy for the town, and what each party agrees to do to achieve this vision.
- 3.2 This document will be signed by the Secretary of State for Housing, Communities and Local Government on behalf of government. We expect the other signatories to be the chief executive or leader of the local authority and the chair of the Town Deal Board. Town Deals will cover a period of up to five years.
- 3.3 Each town has been invited to put together proposals for up to £25 million from the Towns Fund – although we will consider more than £25 million in exceptional cases. This core funding component of a Town Deal will be money from the Towns Fund. Towns are not in competition with one another – the amount of funding they are able to access will be based on the quality of their proposals and not related to the proposals brought forwards by others.
- 3.4 The Town Deal should also be a ‘wrapper’ for other investments, whether from other government departments or private investors. We would like the Towns Fund money to provide additionality, and help to bring in other funding, so Town Deals become more than the sum of their parts.

#### Interventions in scope

- 3.5 The Towns Fund is primarily a capital fund. We want to support projects that are viable and sustainable in the long term, and which build on the town’s assets and strengths. Interventions supported through the Towns Fund should be developed with input from the community, who should feel a genuine sense of ownership. We also want to support towns that are targeting interventions that will play a role in their immediate economic recovery.
- 3.6 All interventions should be designed to help generate local economic growth whilst taking into account the principle of clean growth.
- 3.7 The table below includes the outcomes, by intervention theme, that towns should be targeting through their interventions. These target outcomes should be used as a guide when towns are designing their investment plans. Examples of the types of outputs that might produce such outcomes – and therefore ones that towns should be considering – are also included in the table.

Intervention Theme	Outputs	Target Outcomes
Local transport	<i>Increase in the number of bus services; new or upgraded cycle and walking routes; new or upgraded road infrastructure; pedestrianised streets</i>	<ul style="list-style-type: none"> <li>Improved affordability, convenience, reliability, and sustainability of travel options to and from places of work</li> <li>Improved affordability, convenience, reliability, and sustainability of travel options</li> </ul>

		<p>to and from places of interest (especially shops and amenities)</p> <ul style="list-style-type: none"> <li>• Reduced congestion within the town</li> <li>• Enhanced high street and town centre experience that prioritises the health, safety and mobility of pedestrians</li> </ul>
Digital connectivity	<i>Provision of full fibre infrastructure with local authority as anchor tenant</i>	<ul style="list-style-type: none"> <li>• Increased utilisation of digital channels, by businesses, to access and/or supply goods and services</li> <li>• Increased ability for individuals to work remotely/flexibly</li> <li>• Encouraging further investment from network operators</li> </ul>
Urban regeneration, planning and land use	<i>Remediation and/or development of previously abandoned or dilapidated sites</i>	<ul style="list-style-type: none"> <li>• Enhanced townscape that is more attractive and more accessible to residents, businesses and visitors</li> </ul>
Arts, culture and heritage	<i>New or upgraded museums, theatres, community spaces, etc.</i>	<ul style="list-style-type: none"> <li>• Improved arts, cultural and heritage offer that is more visible and easier for residents/visitors to access</li> </ul>
Skills infrastructure	<i>Increase in the capacity and accessibility to new or improved skills facilities</i>	<ul style="list-style-type: none"> <li>• Increased share of young people and adults who have relevant skills for employment and entrepreneurship</li> </ul>
Enterprise infrastructure	<i>Increase in the amount of high-quality and affordable commercial floorspace; increase in the number of shared workspaces or innovation facilities</i>	<ul style="list-style-type: none"> <li>• Increased number of enterprises utilising high-quality, affordable and sustainable commercial spaces</li> <li>• Increased number of start-ups and/or scale-ups utilising business incubation, acceleration and co-working spaces</li> </ul>

3.8 The full intervention framework can be found in Annex A and sets out:

- The spatial focus of interventions;
- A broad set of acceptable outputs which should guide the design of specific interventions;
- Policies and strategies that interventions should align with; and
- The list of outcomes that we would expect interventions to target, along with a set of possible indicators that will be used to measure progress and success.

3.9 The intervention framework has been designed to allow flexibility for a broad range of interventions, so that towns can select those that are most suited to their unique circumstances. Towns should design their interventions so as to lead to the target outcomes. It should be noted that interventions outside of this framework are not automatically precluded, although they are likely to be subject to additional scrutiny in the business case phase.

3.10 For example, where towns face a flooding risk they may propose to address this in their investment plan. We might expect to fund new developments that were flood-proof, and flood defences as part of those developments. However, the focus of the

Towns Fund is on economic growth, and projects will have to be cognisant of this. (Details of specific flooding funding is set out in Annex B).

- 3.11 In all instances, towns will be required to demonstrate how their interventions will lead to the agreed outcomes using a convincing, well-evidenced Theory of Change. Further guidance on producing a Theory of Change can be found within [HM Treasury's Magenta Book](#) (page 24, section 2.2.1).
- 3.12 The fund is 90% capital. As a general rule, towns are asked to ensure that their funding bids concentrate on capital spend on tangible assets. In some towns, there may be a particular need for a small amount of revenue funding – perhaps to support implementation of a capital project. However, this will need to be fully evidenced and will be the exception.
- 3.13 The profile of the overall fund is from 2020 to 2021. We will agree specific funding profiles with each individual town based on their deal and projects.
- 3.14 In exceptional circumstances, an allocation of more than £25 million may be considered<sup>1</sup>. This will be limited to the most ambitious and credible investment plans, and towns will face a higher level of scrutiny of their plans:
- TIPs should credibly target not only transformational impacts for the town itself but for the wider region or at the national level.
  - TIPs must be top quality, with all of the Town Investment Plan (TIP) assessment criteria fully demonstrated
  - Towns will face a challenge session before a Heads of Terms is offered
  - For individual projects over £25 million business cases must be approved centrally through MHCLG rather than assured through a local Accountable Body.
- 3.15 Towns should not bid for the full £25 million or more unless there is an objective rationale to do so. It should be noted that the coherence of the Town Investment Plan (i.e. the complementarity of project proposals and their alignment with the town vision and strategic planning) plays a key role in the assessment of TIPs. Should a town bid for the full amount or more without a sound evidential backing, the town risks failing to secure a deal at the first attempt, meaning they have just one more chance to submit.
- 3.16 Towns will need to demonstrate that their proposed interventions have taken account of the following clean growth principle: *Investment from this fund should support clean growth where possible and, as a minimum, must not conflict with the achievement of the UK's legal commitment to cut greenhouse gas emissions to net zero by 2050.*
- 3.17 In practice, cost effective interventions might include:
- Investment in clean public transport
  - 'Gateway' areas around train stations

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<sup>1</sup> The maximum available is £50 million

- Other clean transport, including cycling infrastructure and electric vehicle charging points
- Low carbon buildings
- Infrastructure that reduces emissions from industrial areas
- Innovative energy efficiency measures, clean heat and power generation, and energy storage
- Regenerating and retrofitting existing buildings to be as low carbon as possible
- Carbon offsetting, e.g. planting trees
- Skills initiatives which support clean growth industries
- All development should be cognisant of flood risk and coastal erosion where relevant.

### Alignment with other initiatives and funding

- 3.18 To maximise the impact of the Towns Fund, we want to help towns align their plans with other existing government funds and initiatives. Towns should consider how the Towns Fund money may help crowd in and leverage other sources of funding. We hope that this will enable synergies, win-wins and multiplier effects, thanks to more place-focused policy.
- 3.19 A Town Deal for some towns might therefore involve agreeing to align Towns Fund monies with those from another government programme, or other public or private sector funding sources. Ideally, a Town Deal will serve as a ‘wrapper’ for a wide range of government interventions, in order to maximise both the impact of funding and the range of projects which can be funded.
- 3.20 Towns should indicate in their TIP where there exists any overlap with other government interventions, or where they plan to align Towns Fund monies with other investment. This could include aligning investment in transport infrastructure with the Department for Transport’s Restoring Your Railway Fund, or wider economic regeneration plans with MHCLG’s Brownfield Housing Fund. There are a range of funds offered by the Department for Education on skills and skills infrastructure, and from the Department for Digital, Culture, Media and Sport for digital connectivity, heritage, culture, sports, and tourism.
- 3.21 A list of funding programmes that align with the objectives of the Towns Fund is at Annex B. There may be other local, regional and national funding opportunities available that are not listed or other opportunities such as estate regeneration schemes. Towns should explore all possible avenues in the development of their investment plans.
- 3.22 For some funding programmes (such as those in the list below), the application process is likely to happen in parallel to the Towns Fund process. If towns are intending to apply for these other funds, we ask that you flag this in your TIP, and set out linkages, synergies and interdependencies between the Towns Fund and those possible investments.

- MHCLG’s Future High Streets Fund
  - DfT’s Restoring Your Railway (Beeching) Fund
  - HMG’s Freeports programme
  - Cabinet Office’s One Public Estate programme
  - DfE’s Further Education Capital Fund
  - MHCLG’s Development Corporations programme
- 3.23 The relevant departments will make their own assessment as to whether the project meets their criteria and should be taken forward through their own processes, in parallel to MHCLG’s. We will work to ensure government is joined up in how it assesses and awards these funds. Should this be agreed, alignment of the funds will be included as part of the Town Deal.
- 3.24 Some towns selected for a Town Deal have also been shortlisted for the Future High Streets Fund. As towns develop both proposals, they should ensure that they are fully aligned, building on a clear overall vision and strategy. The two funds cannot be used as match for each other but can fund complementary projects.
- 3.25 We also encourage collaboration and alignment with regional bodies and other levels of government. Where appropriate, towns should work with Local Enterprise Partnerships, Mayoral Combined Authorities and others to ensure coordination and shared learning. Some types of project may require sign-off by certain bodies, for example transport projects must have the full support of the lower and upper tier transport authorities and the local highways authority.

#### Co-funding and match funding

- 3.26 We would like to see co-funding and match funding where possible. Leveraging additional funding from other sources such as the private sector can be an effective means of widening the scope and ensuring the success of a project.
- 3.27 We know, however, that this may be difficult in some towns, especially in light of Covid-19 impacts. We have not set a minimum for match funding or private sector investment, and we will respect the different opportunities and constraints faced by different towns.
- 3.28 At a minimum we want to see evidence that towns have fully explored investment opportunities and sought to initiate discussions with potential investors as early as possible. Towns should demonstrate the level of buy-in already secured from a range of private sector players – whether this is recent or something built up over a number of years. Towns should set out how the level of co-funding secured is reasonable for their particular context, and make clear the level of commitment behind any match funding. We can provide support to towns on project finance and private sector investment.

### Case Example – Stansted Airport College



The Towns Fund prospectus highlighted the significant role colleges play in many local communities and that collaboration between education providers and businesses (large and small) is important to deliver a more highly skilled workforce. This can be achieved through investment in vital skills infrastructure.

Stansted Airport College is the first on-site aviation college at any UK major airport. It is a partnership between Harlow College and London Stansted Airport (part of the Manchester Airport Group). The College was specifically established to address skills shortages in the aviation industry. Construction began in October 2017 and the College opened to its first students in September 2018. Now in its second year of operation the College is at full capacity of 500 trainees.

The airport has between 300-400 live vacancies every week of the year, from entry level positions through to higher level technical positions. The strategic partnership provides a pipeline of talent for airport business partners, as well as providing 'a clear line of sight' to the workplace for young people. The College sits literally at the end of the runway – its location provides an inspiring and motivational environment for young people.

This is a significant and fundamental strategic partnership which included the 'gift' of £3.5 million land to build the new facility, as well as key links with the 220+ airport business partners. Employers were involved in the design of both the building and the curriculum. Their on-going commitment and support to work placements, visits, professional talks, volunteering and curriculum development is a vital part of the College's success. Impact is measured at multiple levels. Now at full capacity the £11 million centre delivers £2.3 million of benefit to the economy in terms of skilled trainees for the workforce.

## 4. Phase 1: Preparing a Town Investment Plan

- 4.1 Town Deal Boards are responsible for developing a Town Investment Plan that sets out a clear vision and strategy for the town. Plans should reflect local priorities and be co-designed with local businesses and communities. A Town Investment Plan will be used as the basis for agreeing the Town Deal, including the specific projects which will be funded and the agreement in principle/Heads of Terms (before entering into phase 2 where funding may be granted). For towns that are proposing a joint deal, a single Town Investment Plan must be developed with strategic fit for both towns.
- 4.2 TIPs should be long-term, strategic documents. They should provide the strategic case for Town Deals, with the evidential and analytical basis for the selection and design of the projects proposed in it. We would also like them to be broader than this: they should set out a vision for the town with broad ownership and a strategy that can set the direction for the economic turnaround of the town over a decade, including economic recovery from the current crisis.
- 4.3 TIPs should build on and recognise the good work that has already been undertaken in towns. We know many towns already have strong partnerships, and we are happy if these form a key foundation of the Town Deal Board. And in many places there are recent strategies and plans for the town which are highly relevant to Towns Fund objectives: we would hope TIPs align with and build on these.
- 4.4 To help contribute to broader ownership and longevity, the final Town Investment Plan should be published on the Lead Council's website (or a Town Deal specific website).

### Running a Town Deal Board

- 4.5 Town Deal Boards are responsible for producing Town Investment Plans, including putting forward suitable projects which align with the objectives of the Towns Fund, and for overseeing compliance with the Heads of Terms Agreement with government.
- 4.6 We hope that they can build on and strengthen existing partnerships in the town. It is also important to be clear how Town Deal Boards align with other place-based initiatives in towns. We would like to see evidence of a shared vision and commitment from a range of stakeholders, however this does not all have to come from Towns Fund-specific engagement.
- 4.7 A Town Deal Board should operate in a transparent and objective way for the benefit of the town it represents. We set out here and at Annex D governance requirements – this should fit within and complement existing arrangements for governance, assurance, audit etc. in the local authority and does not need to be wholly separate.

- 4.8 The Town Deal Board's membership should reflect the diversity of the town and surrounding area. The Towns Fund Prospectus stated that membership of Town Deal Boards should comprise:
- A private sector chair
  - All tiers of local government for the geography of the town
  - The MP(s) representing the town
  - The Local Enterprise Partnership
  - Local businesses and investors
  - Community/local voluntary community sector representatives
  - Other relevant local organisations, such as FE colleges or Clinical Commissioning Groups.
- 4.9 It will be important to ensure a balance of views are heard and to create opportunities for fresh perspectives and challenge, so membership could extend to those with other specific expertise, such as clean growth.
- 4.10 All Town Deals will need to have an Accountable Body which will be a council through which funding will flow. The Lead Council for the Town Deal (the Unitary Authority, Metropolitan Council, District Council or Borough Council for the town) will determine the appropriate Council to act as the Accountable Body (the Lead Council may take on this role or nominate an upper tier Authority where more suitable). Lead Councils have a seat on the board and take responsibility for ensuring that decisions are made by the Town Deal Board in accordance with good governance principles.

#### **Roles and responsibilities**

**Town Deal Board** - The Town Deal Board will sign off each stage of a Town Investment Plan and Town Deal. The Board is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing and agreeing an evidence-based Town Investment Plan
- Establishing a clear programme of interventions
- Embedding arrangements in local plans (where appropriate) and undertaking Environmental Impact Assessments and fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.
- Coordinating resources and engaging stakeholders
- Ensuring communities' voices are involved in shaping design and decision making at each phase of development
- Ensuring diversity in its engagement with local communities and businesses
- Helping develop detailed business cases
- Overseeing each step of agreeing a Town Deal, and overseeing compliance with the Heads of Terms Agreement with government

**Town Deal Board Chair:**

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Leading the Board in achieving its objectives, maintaining an overview of activity, and championing and supporting partnership working

- Ensuring that decisions are made by the Board in accordance with good governance principles
- Signing the Head of Terms Agreement with government

**Lead Council** (acting as or with the Accountable Body):

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing a delivery team, delivery arrangements and agreements
- Ensuring that decisions are made by the board in accordance with good governance principles
- Ensuring transparency requirements are met – through publication of information on their website or a Town Deal specific website (where further reference is made in this guidance to publication on a Lead Council’s website this includes Town Deal specific websites)
- Developing agreed projects in detail and undertaking any necessary feasibility studies
- Undertaking any required Environmental Impact Assessments or Public Sector Equalities Duties
- Helping develop detailed business cases
- Liaising with potential private investors in identified local projects and schemes
- Signing the Head of Terms Agreement with government
- Monitoring and evaluating the delivery of individual Towns Fund projects
- Submitting regular monitoring reports to Towns Hub
- Receiving and accounting for the Town’s funding allocation

- 4.11 The Town Deal Board should have suitable governance arrangements that allow members to provide robust challenge, hold delivery partners to account and ensure that the benefits of the Town Deal are achieved. The governance arrangements should cover:
- Roles and responsibilities of the Board
  - Transparency of decision making
  - Details of how the Board will engage with the relevant partners and the community
  - How decisions will be scrutinised
  - How the Board intends to follow the local authority best practice for Committee and Board Secretariat and Governance
- 4.12 The membership and governance arrangements (including minutes of meetings and decision logs) of the Town Deal Board should be published on the Lead Council’s website.
- 4.13 Annex D provides further detail on the governance expectations, this includes information on the requirements relating to management of conflicts of interest and the publication of information.
- 4.14 Ahead of agreeing a Town Deal, checks will be undertaken to ensure Town Deal Boards are meeting all the governance expectations set out here and in the Towns Fund Prospectus.

## Community Engagement

- 4.15 Interventions supported through the Towns Fund should have the support of the community, through early and ongoing engagement and genuine partnership arrangements. Plans made with the communities that they affect are most likely to be successful, lead to innovation and creativity, and result in less controversy.
- 4.16 Where possible, communities should be part of originating ideas, setting objectives and visions rather than just giving feedback on proposals that are already some way along. If communities feel heard and are invested in the success of the project(s), this should ultimately help develop a sense of pride and connectivity to place and community. And for some towns, the existing sense of pride and identity in their town can be a valuable resource for change.
- 4.17 This is a key part of developing the Town Investment Plan and we want towns to demonstrate the buy-in they have secured with the community. We are not being prescriptive about how this looks, however – and it can and should build on existing partnerships, consultation and mobilisation in the local community. Towns may choose to use the capacity funding, provided December 2019, to support community engagement.
- 4.18 We recognise that engagement with local communities is made more challenging due to the Covid-19 pandemic. The response to Covid-19 has seen an increase in volunteering and community action, and we encourage towns to use this moment as an opportunity to harness this energy and embed community engagement.
- 4.19 We urge Town Deal Boards to be innovative in ensuring that a diverse range of stakeholders are consulted throughout the development of Town Investment Plans, making the most of what digital technology can offer to reach diverse communities and groups while also considering face-to-face engagement when it is possible. The Towns Hub can provide support and advice for community engagement in the Covid-19 context.
- 4.20 Asking the right questions, in the right way and at the right time, can draw out potential pitfalls and unexpected but effective solutions. For example, a new bus lane and bus route can either divide communities and further isolate or become the access route to both physical and social connectivity.
- 4.21 The level and quality of community engagement – what has been done so far and what is planned in the future – will be a key factor when assessing and agreeing the Towns Deals. Every TIP should also include a **stakeholder engagement plan** that demonstrates how the town will:

- Involve: Identify and involve the people/organisations who have an interest in the proposals and developments
- Support: Identify and show how you will overcome any barriers to involvement

- Evidence: Gather evidence of the needs and available resources and use this to agree the purpose, scope and timescale of the engagement and the actions to be taken
- Design: Agree and use methods of engagement that are fit for purpose, and demonstrate engagement throughout the project lifetime/Town Deal Fund
- Work together: Agree and use clear procedures that enable the participants to work with one another effectively and efficiently
- Share information: Ensure necessary information is communicated between the participants and everyone is looped into the information needed to make informed decisions
- Work with others: Work effectively with others who are already or could help with engagement for example the voluntary and community sector, social enterprises or relevant public sector bodies
- Improve: You may need to consider further developing the skills, knowledge and confidence of all participants
- Feedback: How will you feed back the results of engagement to the wider community and agencies affected, and show the impact this engagement has had
- Evaluate engagement: Monitor and evaluate whether the engagement achieves its purposes and adjust as necessary

## Content of the Town Investment Plan

4.22 As set out in the prospectus, the Town Investment Plans should:

- Set out investment priorities that could drive economic growth, supported by clear evidence, building on the strengths and assets of the town
- Demonstrate how investment will be targeted into the economic infrastructure listed around the objective of the fund
- Build on and add to existing partnerships and plans for the town, and complement pre-existing strategies such as Local Industrial Strategies, Skills Advisory Panel analysis, spatial strategies and local transport plans
- Consider the wider strategic approach, including Northern Powerhouse, Midlands Engine, the Oxford-Cambridge Arc and other pan-regional strategies
- Align with the government’s clean growth objectives

4.23 The Town Investment Plan should be in two sections; section 1 setting out the context, strategy and process planning; and section 2 setting out the details of project proposals. The expected content is set out below, and the **templates for sections 1 and 2 of the Town Investment Plan will be provided directly from the Towns Hub.**

TIP Section 1	
<b>Context analysis</b>	<ul style="list-style-type: none"> <li>• Map of agreed town boundary and other relevant context</li> <li>• The main challenges facing the town</li> <li>• Evidence of need, relevant to proposed projects</li> <li>• The town’s assets and strengths</li> </ul>

	<ul style="list-style-type: none"> <li>• Key opportunities for the town</li> </ul>
<b>Strategy</b>	<ul style="list-style-type: none"> <li>• Town vision, and headline outcomes and/or targets for 2030 or beyond</li> <li>• Strategy, outlining strategic planning, objectives and targets, spatial strategy, underlying evidence, analysis and rationale, and a description of priority areas for the short, medium and long term.</li> <li>• Mapping of all strategies, partnerships, programmes and investments relevant to the vision and strategy, and how they will be aligned</li> </ul>
<b>Engagement and delivery</b>	<ul style="list-style-type: none"> <li>• Clear evidence of buy-in from local businesses and communities, description of have been engaged throughout the development of this plan, and how this engagement will continue</li> <li>• Demonstration of commitments from private sector players, and ambitions for private-sector investment going forwards</li> <li>• High-level plan of business case development and appraisal for each project including the identification of the Accountable Body</li> <li>• High-level delivery plan with justification of deliverability</li> </ul>
<b>TIP Section 2</b>	
<b>Prioritised list of projects</b>	<p>Including the following for each project:</p> <ul style="list-style-type: none"> <li>• Project description, rationale and alignment with intervention framework</li> <li>• Theory of Change, projected outputs and outcomes</li> <li>• Estimates of project costs, timescales, spend profile, and estimated BCR</li> <li>• Funding secured from other sources, community and private sector involvement and major interdependencies</li> </ul>

4.24 Towns should set out in their TIP their assessment of the local impacts of Covid-19, and how these have been taken into account in their strategy and project prioritisation. Towns should flag if they want to use the deal as key part of their recovery plans, and set out how their proposed projects fit with other recovery measures. Given the uncertainties you may wish to set out scenarios and hypotheses to underpin plans, and ensure plans are flexible to evolving contexts and guidance.

4.25 Towns should also indicate where projects proposed are already well-developed and could be taken forwards quickly – for example, where a business case already exists, planning permissions secured, or are otherwise ‘shovel ready’. In these instances we would support towns to complete the second stage of the process quickly for those projects, so that funding can be released as soon as possible.

### Submitting the Town Investment Plan

- 4.26 We know from our initial engagement that towns will need to work at different speeds in developing proposals. To support this, we have set three deadlines for submitting Town Investment Plans.
- 4.27 **We will ask towns to confirm, within four weeks of the publication of this guidance, which cohort they would like to come forwards in – submitting their TIP by 31st July 2020 for cohort 1, by 30th October 2020 for cohort 2, or by 29th January 2021 for cohort 3.**
- 4.27.1 On 12th October, we confirmed an additional cohort, cohort 2a, with a TIP submission deadline of 11th December 2020. We have asked places to confirm by 23rd October 2020 if they would like to come forward in this new cohort. The timings for the existing cohorts remain the same.
- 4.28 All towns must have submitted Town Investment Plans by the end of January 2021. All towns will have a second chance to submit their TIP if they are not successful the first time, no matter which cohort they first come forward in. You should work with your named town lead to determine which is the most appropriate for your town.
- 4.29 **You should submit your Town Investment Plan by email to the Towns Hub by the deadline** you have agreed with your named Town Deal contact.
- 4.30 Whilst we are keen to do deals and start the process of getting much needed investment into towns, we do not want any town to come forward before it is ready. There is **no advantage in coming first**: each Town Investment Plan will be assessed on its own merits.
- 4.31 Should you fail to meet the agreed deadline or submit proposals or projects of insufficient quality which do not meet the criteria and conditions, you will have the opportunity to resubmit at a subsequent deadline. If you do not submit, or submit proposals of insufficient quality by March 2021, then your town is likely to be deemed ineligible for this round of funding from the Towns Fund. You may be eligible to apply for a future competitive round of the Towns Fund.

## **Case Example – The Lincoln Transport Hub**



High quality and well-designed infrastructure is critical to supporting local economies and sustainably improving living standards, with reliable transport connectivity one of the keys to spreading prosperity in towns.

In Lincoln the bus station was recognised as inadequate, with sub-standard facilities, condition and general amenities. Similarly, there was a general acknowledgement that the absence of a central shoppers/visitors' car park was constraining both retail and visitor activity in the city. Railway station access, parking and services were also generally recognised as being 'out of step' with the expectations of a 21st Century city.

The £30 million Lincoln Transport Hub scheme, led by the City of Lincoln Council, was part-funded by an £11m investment from the Department for Transport and a further £2m Local Growth Fund investment from the Greater Lincolnshire Local Enterprise Partnership. The main purpose of the scheme was to provide an integrated and improved transport hub that enabled both the bus and railway stations to cope with increased passenger numbers and crucially open the possibility of more services in the future.

Completed in 2018 the Hub has transformed the city centre providing a new 14 bay state-of-the-art bus station and a new 1,001 space multi-storey car park. The road network around the Hub has been improved and includes traffic calming measures. New public realm has created better pedestrian connectivity and encourages healthier lifestyles by providing cycle paths and easy to navigate walkways from the railway station into the city centre. Additionally the railway station forecourt has been reconfigured to create a dedicated pedestrian area leading into the city centre.

The Hub has received feedback in local media indicating that it has made a positive impact on life in Lincoln and created an improved first impression and visitor experience to the city. The scheme has also helped unlock development of the wider retail areas of the city, offering further retail, office and residential accommodation including private investment in the Cornhill area adjacent to the station.

## 5. Decision Gateway One: Reviewing Town Investment Plans

### Our consideration of Town Investment Plans

- 5.1 As part of the first decision gateway, Town Investment Plans will be considered in two stages. The first stage will consist of a review of the TIP in its entirety (sections 1 and 2) using the criteria below. Where there is clear evidence of all the standards below being met, TIPs will progress to the second stage of the review where the Towns Hub will then review in more detail the individual project proposals in section 2 of the TIP. Where the standards haven't been met, clear feedback will be given and there will be one more opportunity to resubmit the TIP at a later date, as agreed with the Towns Hub.
- 5.2 This first decision gateway (the TIP review and detailed project assessment) will be coordinated by the Towns Hub, including officials from MHCLG and from other government departments (from both local and national levels), and including individuals covering policy, finance, and management as well as specific sectors or technical areas.
- 5.3 Town Investment Plans must demonstrate how Covid-19 is impacting their local economy, and how this is reflected in their strategy and prioritisation. It may be that some priorities have shifted, or it could be that the same things are still critical – whichever is the case, it is paramount that Covid-19 forms part of the evidence base factored into decision-making. Strategies and priorities should aim for long-term adaptation and transformation, rather than short-term mitigation of impacts.
- 5.4 TIPs must include a wider spatial strategy, setting out why targeted areas have been chosen, what is being done to support other key areas of their town, and how this will support the town centre. We recognise that towns may also serve as crucial parts of interconnected regional economies, and as rural hubs. Investment will only be available within the agreed town boundary. However, we welcome any benefits to the wider economy that the town deal can bring.

### TIP review (see Annex C for more details)

Review of the Town Investment Plan		
Standard	Criterion	Evidence
Impact	Level of need	Details of the major challenges and problems in the town which could be addressed through Towns Fund interventions.
	Scale of opportunities	Details of major opportunities and unmet demand which could be capitalised on to boost growth and improve wellbeing

<b>Strategy</b>	Strength of vision, strategy and economic narrative	An evidence-based vision and strategy, aligned to the objectives of the fund and grounded in its context, including a clear demonstration how the strategy responds to local Covid impacts, and with a and a robust prioritisation process has been followed.
	Coherence of TIP	A coherent set of proposals forming a broader strategy which clearly addresses the needs and opportunities. Theories of Change developed for each project setting out clearly the assumptions and external factors.
	Capacity and alignment of proposals with ongoing initiatives	Details of how proposals would complement existing and planned work while providing additionality, including how it aligns with Covid recovery. Details of co-funding, delivery capacity and accountability.
<b>Partnerships</b>	Strength of collaboration with communities and civil society	Level of representation and institutional collaboration both in the production of the TIP and planned for the future.
	Strength of collaboration with the private sector and local businesses	Level of representation and institutional collaboration both in the production of the TIP and planned for the future.

5.5 The best TIPs will:

- Include long-term strategic planning, and be based on sound evidence and analysis, with an understanding of the town’s context. It should also include a set of intervention proposals with a clear strategic fit, guided by evidence of ‘what works’ or by case studies of success from elsewhere.
- Clearly demonstrate how programme- and project-level planning responds to Covid-19 impacts in the short, medium and long term, and how it supports recovery and aligns with the clean growth principle
- Make clear the unique characteristics and assets of your town and set a path towards a realistic and sustainable future for the local economy, bearing in mind your assets, and the efforts and specialisms of other towns, avoiding replication or competition.
- Maximise the contributions from a variety of local stakeholders, demonstrating their buy-in, not just through their inputs to the TIP priorities, but also by setting ambitions for ongoing collaboration e.g. using collective impact or design thinking approaches.
- Take into account all the guidance in this document and the prospectus, including clean growth, community engagement, mitigating against Covid-19 related challenges, etc. You should set out how each aspect is relevant to your context rather than feel you have to take everything on board as a blueprint.
- Make a case for an appropriate amount of Towns Fund investment, rather than simply asking for the maximum £25 million regardless of the value of projects. We expect to see private investment and other sources of funding where this is possible and appropriate.

- A more detailed breakdown of the evidence that should be included in a TIP is included at Annex C.

## Project assessment

- 5.6 Where the TIP is of the required standard, government will assess the projects listed in the plan to decide on an initial funding offer. Final decisions will rest with ministers.
- 5.7 All towns will be able to put forward project proposals totalling up to £25 million (or more in exceptional circumstances). The exact amount offered, however, will depend on the total of all the projects that are assessed as viable.
- 5.8 At this stage, full business case development is not required. Towns will progress to developing business cases for agreed projects once Heads of Terms has been agreed. Towns are required, however, to set out the process of business case development and appraisal which they will undertake, including the identification of an appropriate Accountable Body with tried and tested local assurance mechanisms for government investment. We would also like towns to indicate the extent to which business cases have already been developed.
- 5.9 The Towns Hub will consider the in-principle case for and viability of each of the projects set out in the Town Investment Plan. The Towns Hub may:
- recommend in-principle agreement to projects, which can then be developed into a full business case
  - recommend in-principle agreement but with specific conditions attached which will need to be met before a full business case can be developed, such as progressing the business case through MHCLG
  - recommend that ministers do not agree to projects considered unviable.
- 5.10 The project approval process will take into account:
- the level of alignment with the intervention framework set out at Annex A
  - the use of evidence on what works and/or good practice
  - indicative benefit cost ratio (BCR) – grounded in sound judgements about additionality
  - technical quality
  - the scale of outputs and outcomes proposed and
  - whether the full potential for match funding has been leveraged
- 5.11 The extent of investigation and research by all selected towns into private sector investment or match funding will be assessed in order to be assured that the town has explored all viable options throughout the development of its Town Investment Plan. In some cases, a condition or action to work to leverage further funding may be set for the detailed project development phase.

5.12 Following the review of TIPs and assessment of projects, government will offer a Heads of Terms to be considered by the Town Deal Board. The final decision on Heads of Terms offers rests with Ministers.

### Heads of Terms

5.13 Where the TIP is of the required standard and contains viable projects, we will offer Heads of Terms. Heads of Terms are an agreement in principle for funding and will be in the form of a Memorandum of Understanding (MOU), signed by the Chair of the Town Deal Board, the Lead Council and by Ministers. The relevant MOU would also be attached to any funding that is allocated to each town.

5.14 The Heads of Terms will include:

- Allocated Towns Fund budget and financial profile
- List of projects to receive funding and recommended assurance route for business cases
- List of support agreed by other government departments [where applicable]
- Key conditions and requirements

5.15 Examples of conditions which may be attached include target figures for match funding, minimum benefit cost ratios, meeting a spend profile, requirement to engage with government bodies, improved value for money or confirmation of planning approval.

**5.16 Once a town has agreed to the Heads of Terms, the Town Deal will be announced.**

## Case Example – Cotgrave Town Regeneration (A46 Corridor Regeneration Phase 1 and 2)



The Towns Fund Prospectus highlights that investments in social infrastructure – town centres, community spaces, and libraries – can create spaces for people to meet and build on a town's pride of place.

Since the closure of its pit in 1993 Cotgrave had been in need of regeneration. Facilities in the town centre were old and no longer fit for purpose. Rushcliffe Borough Council worked with partners, including Homes England, on a place-based strategy to ensure that both public services and business opportunities were provided to support the growth of the town.

The resulting £10.5m regeneration project, part funded with a £3.0m investment from D2N2's Local Growth Fund programme, has created 136 jobs to date, providing a significant boost to the local economy and provides a possible model for a Towns Fund intervention.

The project included the construction of a new multi-service centre (the Cotgrave Hub) in the town centre, providing "one door" to public services: housing a GP surgery, police station, library, council contact point and community and voluntary services. The existing police station, library and health centre were demolished and replaced with new open space and landscaping, including a children's play area all to create a welcoming environment for shoppers. Shop units in the town square were improved to provide a fresh new look and improvements made to the appearance of the back of the shops. Flats above the shop units were converted into a new business centre, with nine office suites for local businesses. The works have increased the vibrancy and attractiveness of the area, both aesthetically and in terms of consumers having a greater variety of services and choice.

In addition, 15 new industrial units ranging from 750 to 2,000sq and 463 new homes were constructed on the former Cotgrave Colliery site, on the outskirts of the town centre.

A comprehensive regeneration of the town centre was therefore carried out. This provides a possible model for Towns Fund interventions seeking to create an enhanced townscape, one that is more attractive and more accessible to residents, businesses and visitors.

## 6. Phase 2: Developing detailed projects and business cases

- 6.1 Following the agreement of Heads of Terms, towns will have up to one year to develop agreed projects in detail, complete and assure comprehensive business cases, and submit a Summary Document to MHCLG to show that this has been completed in line with the agreed conditions and requirements in the Heads of Terms. Where we have agreed in Heads of Terms to fast track a project, this stage of the process can proceed considerably faster.
- 6.2 This phase will build on the strategy in the TIP, taking steps towards its realisation, and getting the agreed projects ready to implement.
- 6.3 This work will include the development and assurance of business cases, and could also include:
- Technical studies and assessments
  - Detailed project design
  - Planning actions, documents and processes
  - Community and stakeholder engagement
  - Discussions with potential private investors, work on funding agreements, etc.
  - Public Sector Equalities Duties and Environmental Impact Assessments
  - Negotiation and agreement with other bodies
  - Setting in place delivery arrangements and plans with clear roles and adequate local capacity
  - Developing monitoring and evaluation frameworks, KPIs etc.
- 6.4 During this phase, Towns will be in close contact with their named Towns Hub lead. They will also be receiving capacity support and guidance from the external supplier which MHCLG appointed in May 2020. The Towns Hub will ensure support is available to towns who need it most.
- 6.5 We will work with relevant partners nationally and regionally to ensure complementarity with other initiatives, and to create opportunities for towns to connect with each other where there are shared interests (e.g. if they are undergoing similar projects).

### Business case assurance

- 6.6 Towns with agreed Heads of Terms for a Town Deal will be required to produce a fully costed business case for each of the agreed projects, setting out the details of how each will be delivered. They should be sufficiently detailed and robust to pass through local assurance mechanisms (or that of MHCLG, should they be utilised).
- 6.7 There are two routes for agreeing business cases:
- Using MHCLG financial processes. This will normally be where the project is outside the scope of the intervention framework, it is a novel and unusual investment, or a project has scored amber in its project assessment

- Using the agreed Accountable Body’s green book-compliant assurance processes. This will be for the majority of business cases
- 6.8 The most suitable route for a Town’s business cases will be agreed at Heads of Terms. At that stage, we will also agree a forward plan with expected timescales for each business case.
- 6.9 Institutions with responsibility for public funds provided by government must observe HM Treasury guidance for assessing how to spend those resources. Lead Councils should refer to The Green Book and associated guidance as the main point of reference and advice on best practice. MHCLG has also produced best practice guidance for the development and appraisal of business cases and this is provided at Annex E.
- 6.10 Once the business case has been through assurance processes of the local Accountable Body , towns should present the Towns Hub with a summary which provides assurance that the business case approval process has been robust, along with details of the delivery arrangements, including financial commitments (more details on this are included in the next section).
- 6.11 Business cases for projects not fully aligned with the intervention framework will be assessed by the Towns Hub and will go through MHCLG assurance processes. The Towns Hub will assess business cases against a set of criteria, including:
- Level of evidenced need for investment
  - Whether the project delivers on the broader objectives of the Towns Fund and aligns with Covid-19 recovery and the clean growth principle
  - Ability to meet spending timetable set out in the heads of terms
  - Demonstration of additionality and ability to deliver on at least one of the expected outcome indicators set out in the intervention framework
  - Demonstration of local support for the project and confirmation of co-funding arrangements

At assessment, business cases must achieve a minimum standard to be approved.

### Producing and submitting a Town Deal Summary Document

- 6.12 Once detailed business cases have been developed for each project, towns must submit a Town Deal Summary Document to the Towns Hub. This should include:
- A list of agreed projects (including BCRs)
  - Details of business case assurance processes followed for each project
  - An update on actions taken in relation to the Heads of Terms key conditions and requirements
  - A Delivery Plan (including details of the team, working arrangements and agreements with stakeholders)

- A Monitoring and Evaluation Plan
- Confirmation of funding arrangements and financial profiles for each project
- Confirmation of approval of planning applications
- Letters of approval from the Town Deal Board and Lead Council

6.13 Guidance on producing a Delivery Plan and a Monitoring and Evaluation Plan will be provided in due course.

6.14 **Town Deal Summary Documents can be submitted to the Towns Hub as soon as local timelines permit** and will not be held to cohort deadlines. Towns will have a maximum of 12 months from the agreement of Heads of Terms to develop business cases and submit a Summary Document of sufficient quality to the Towns Hub.

### Case Example: LightPool, Blackpool



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The Towns Fund Prospectus highlights that investments in a town's cultural assets, as part of an integrated regeneration strategy, can rejuvenate places, lead to positive economic outcomes at a local level and attract tourists who will bolster local businesses.

One example of doing this comes from the £2.5m Blackpool LightPool project, which provided a radical transformation of Blackpool's iconic Illuminations and acted as a catalyst towards a more sustainable business model. Funding of £1.9m was provided through the Coastal Communities Fund (CCF) which aims to encourage the economic development of UK coastal communities by awarding funding to create sustainable economic growth and jobs.

The project introduced a number of new elements into the existing illuminations offer providing greater levels of interaction for visitors, as well as further integration into the retail centre of the town, providing additional economic benefits for local businesses, beyond the existing illuminations sites that are seafront-centric.

The headline attraction was digitally mapped projections onto the Blackpool Tower building, accompanied by bespoke audio. Amongst other innovative developments, the Grundy Art Gallery was given over to an artistic "sensory systems" light installation during the illuminations period, opening the illuminations to a new demographic group, and providing a daytime attraction

Independent evaluation estimated that the LightPool project generated an additional 487,888 visits to Blackpool in 2016, whilst visitor spend attributable to LightPool in 2016 is estimated to have indirectly created, supported or safeguarded 657 jobs in Blackpool. On average each visitor to Blackpool over the 2016 illuminations period spent £159 in the town, with those who had experienced LightPool spending £209 in Blackpool.

## 7. Decision Gateway Two: funding release and implementation

### Assessing detailed project submissions

- 7.1 Once towns have developed detailed business cases for their agreed projects and submitted all the required documentation as part of the Summary Document, government will carry out a high-level assessment of the document before releasing funding, including a check of Town Investment Plan stage criteria, confirming whether Heads of Terms criteria have been met.
- 7.2 When business cases have been formally approved, and the Summary Document has been signed off, year 1 of the project funding will be approved by MHCLG and released to the Lead Council. This process will include confirmation of funding decisions from another government department which had previously offered conditional support for the project.
- 7.3 In instances where towns wish to adjust plans subsequent to the agreement of Heads of Terms, towns must be proactive in notifying the Towns Hub of the details of these adjustments, and where substantive adjustments have been made to projects, they will be reassessed using the project assessment criteria set out at decision gateway one.
- 7.4 Once the Town Deal is agreed, funding for the first financial year will be released to the Lead Council. The Heads of Terms and any other conditions will be attached as a MOU, to be signed by the Chair of the Town Deal Board, the Chief Executive of the Lead Council (and the upper-tier authority, if acting as the Accountable Body) and MHCLG Ministers.

### Implementation

- 7.5 When the first year of funding is released, implementation of the Town Deal will proceed, with each following year's funding delivered based on progress.
- 7.6 To ensure the successful delivery of their projects, towns – led by the Lead Council – will implement agreed projects and set up internal monitoring and evaluation arrangements. Lead Councils will also need to meet the external monitoring and evaluation conditions and ensure they submit regular reports to timetable.

### Monitoring and Evaluation of the Towns Fund

- 7.7 A condition of receiving Towns Fund funding will be providing regular feedback on progress, to allow for monitoring and evaluation of projects.
- 7.8 At least every six months (or more regularly, if agreed with the Towns Hub) Lead Councils will be required to provide government with a comprehensive set of data relating to each Town Deal project, including both total and forecast spend, and

output metrics. These returns will need to be scrutinised and signed off by the Accountable Body's Section 151 Officer or equivalent. However, it is recognised that for periods, Lead Councils may not have a lot to report.

7.9 The precise data requirements will be agreed with towns in due course; however, Key Performance Indicators might include:

- Lead council meeting key project delivery milestones
- Key expenditure milestones being met by the Lead Council
- Expenditure on the project total: forecast and actual
- Match funding, broken down by sector (public/ private/ third sector) – actual and forecast
- Contractual Commitments – actual and forecast
- Key outputs delivered by projects. These may include business start-ups, jobs and skills developed, investment and businesses attracted. Towns will be required to provide monitoring returns of outputs for three years post completion of projects
- Activities and implementation of ongoing community collaboration and partnership working

7.10 The Towns Hub will also conduct an annual review, assessing progress, understanding issues and agreeing any actions to be taken forward by each town. Continued funding is linked to the effective delivery of the deal.

7.11 The Towns Hub will also:

- Run a process for assessing year-end returns, managing annual budgets and recommending payments
- Manage monitoring and evaluation support and capacity support
- Develop any new guidance as appropriate
- Feed lessons from implementation into new policy

7.12 Towns will be required to be involved in the evaluation of both their specific projects and the overall Towns Fund programme. We will provide further details on monitoring and evaluation – including a detailed Monitoring and Evaluation Framework – in due course.

7.13 Support will be provided by the Towns Hub for monitoring and evaluation, including:

- Town- and national-level monitoring and evaluation
- Support for town learning and adaptation
- Support for town delivery capacity

### **Case Example: Ada Lovelace House, Kirby-in-Ashfield**



The Towns Fund Prospectus highlights that each town will have different assets, and a unique path to prosperity. It recognises that in many post-industrial towns office space is affordable but is not always well connected to workers or attractive to business.

A £289k redevelopment project part funded with a £143k investment from D2N2's Local Growth Fund Programme, the redevelopment of Ada Lovelace House has created 11 jobs to date.

Ada Lovelace House in Kirkby-in-Ashfield town centre was constructed in 1933 and is a well-known local landmark. It was originally a health centre and has subsequently been used by County Council Social Services and by Nottinghamshire Police. The project was designed to redevelop 2,000 square feet of commercial floor space within the building and during construction work placements were offered to 14 young people.

When construction was completed in 2017, the new Ada Lovelace house featured 1,623ft net new floorspace, providing high quality offices with shared communal space and open-plan meeting areas for up to 7 creative and digital starter businesses, linked to graduate retention. The project has delivered its outcomes ahead of schedule and the local authority is planning a second phase of delivery due to the success of this scheme.

A successful example of smaller-scale urban regeneration which also provides infrastructure for local enterprises, the Ada Lovelace House redevelopment shows what can be achieved by utilising local assets, even with a relatively small budget.

## 8. Support and next steps

### The Towns Hub

- 8.1 You should allow sufficient time to develop your Town Investment Plan and take advantage of all the support on offer. The Towns Hub will provide support with the aim that every town is able to submit a high-quality proposal for funding of up to £25 million.
- 8.2 This Towns Hub consists of the central towns team within the Cities and Local Growth Unit (CLGU) in MHCLG, towns-focused colleagues in CLGU's regional teams, and the Towns Fund Delivery Partnership led by Arup.
- 8.3 Each town has a named representative from the Hub in the CLGU regional team, and one in the Towns Fund Delivery Partnership. The named contacts will be towns' first points of contact for guidance and will continue to provide support throughout the development of your Town Investment Plan and beyond.
- 8.4 The Towns Hub will also evaluate the emerging Town Investment Plans, encourage innovation in addressing the needs of towns, share best practice, case studies of successful town regeneration and evidence of what works and build on the Towns Fund investments for potential future support to towns from across government.
- 8.5 The Towns Hub will also provide central coordination and develop shared resources. This includes developing a package of expert support with an external contractor. The support offered will vary according to the needs of the partners on your Town Deal Board, and the timescales you are working to.
- 8.6 The Towns Hub can provide support to towns on preparing Towns Fund plans. This might include advice on:
  - Town boundaries
  - Town Deal Boards
  - Town Investment Plans
  - Guidance on the scope of projects and how they might link with other funds, including their significance in relation to Covid-19 economic recovery if necessary.
  - Putting together business plans
  - Capacity support
  - Engagement with government departments
  - Towns Fund approval process

### Capacity support

- 8.7 Following the publication of the prospectus, Section 31 payments were provided to all towns, in order to ensure sufficient organisational capacity was available to engage with key stakeholders and develop proposals.

- 8.8 The capacity funding is intended to help fund:
- Feasibility studies
  - Drafting plans
  - Writing business cases
  - Identifying of potential private investors
  - Engaging and negotiating with investors
  - Developing and implementing a stakeholder engagement plan
- 8.9 The Towns Fund Delivery Partnership will provide towns with consultancy support and advice through a contract with MHCLG. This tender was awarded in May 2020 to a consortium led by Arup that includes Nichols Group, Grant Thornton, FutureGov, Savills and Copper Consultancy.
- 8.10 Working as part of the Towns Hub, the Towns Fund Delivery Partners will be uniquely placed to work closely with towns in the development of their proposals providing advice across a range of core services and different subject topics:

Core Services	Topics
<ul style="list-style-type: none"> <li>• Visioning &amp; strategy</li> <li>• Regeneration, place design and built environment</li> <li>• Project prioritisation and feasibility</li> <li>• Local community engagement, consulting and stakeholder management</li> <li>• Learning, public sector development and transformation</li> <li>• Financial strategy and investment</li> <li>• Planning, social impact and public sector equalities analysis</li> <li>• Environmental monitoring and impact analysis</li> <li>• Digital services</li> </ul>	<ul style="list-style-type: none"> <li>• Transport and connectivity</li> <li>• Climate change</li> <li>• Social Value</li> <li>• Sustainable energy</li> <li>• Water and flood management</li> <li>• Local infrastructure</li> <li>• Youth and child friendly places</li> <li>• Public realm</li> <li>• Health and wellbeing</li> <li>• Crime and security</li> <li>• Innovation and digital</li> <li>• Housing, homelessness and repurposing buildings</li> <li>• Heritage</li> <li>• Creative, arts, culture and tourism</li> <li>• Education and skills</li> <li>• Fire</li> </ul>

- 8.11 We are currently working with the Delivery Partners to review the approach to delivering this support in response to the impact of Covid-19 and the implications for towns and the Towns Fund.
- 8.12 Further details on this support offer and how to access it will be available shortly.
- 8.13 Additional support will be available from other bodies with an interest in specific types of project. These include the Arts Council, Historic England, Visit Britain, and the Impact Investing Institute. We are working to ensure this is coordinated with the Towns Fund Delivery Partners.

## Next steps

- 8.14 Discussions should take place as early as possible to begin developing projects for a Town Investment Plan. This should include:
- Engaging with local communities and local businesses to ascertain their needs
  - Identifying additional sources of funding
  - Ensuring robust Town Deal Board governance arrangements are in place
  - Effectively utilising capacity funding
- 8.15 We will be in touch to ask which cohort you would like to come forwards in, and to ask what support you will need from the Towns Fund Delivery Partners.
- 8.15.1 In July towns confirmed which cohort they would like to come forward in. Following the announcement of a new cohort 2a, we are asking places to confirm by 23 October if they would like to come forward in cohort 2a instead.
- 8.16 For further information and support, Lead Councils and Town Deal Boards may contact their local named contact from the Towns Hub.

## Glossary

**Business Case** – Following the agreement of Heads of Terms, towns will have up to one year to develop fully costed business cases for agreed projects and to submit a Summary Document to MHCLG to show that this has been completed in line with the agreed conditions and requirements in the Heads of Terms. These business cases should set out specific details of how each project will be delivered.

**Clean Growth** – As per the Industrial Strategy, clean growth refers to increasing income while ensuring an affordable energy supply for businesses and consumers, and cutting greenhouse gas emissions. It will increase our productivity, create good jobs, boost earning power for people right across the country, and help protect the climate and environment upon which we and future generations depend.

**Heads of Terms (HoT)** – Each Town Deal is an agreement in principle between government, the lead council and the Town Deal Board, confirmed in a Heads of Terms document.

**Lead Council** – Lead Councils (the Unitary Authority, District Council or Borough Council for the town) should, by default, act as are the Accountable Body through which funding will flow. Lead councils have a seat on the board and take responsibility for ensuring that decisions are made by the board in accordance with good governance principles.

**Memorandum of Understanding (MOU)** – The Heads of Terms for a Town Deal will be in the form of a Memorandum of Understanding, signed by the Chair of the Town Deal Board, the Lead Council and by Ministers. The relevant MOU would also be attached to any subsequent funding that is allocated to each town.

**Prospectus** – The Towns Fund Prospectus was launched on the 1<sup>st</sup> of November 2019, and explains how towns could prepare for a Town Deal, and gave details regarding capacity funding allocations for each town.

**Stakeholder Engagement Plan** - Every Town Investment Plan should include a stakeholder engagement plan that demonstrates how the town will involve key stakeholders, and how they will support and collaborate with them. The level of engagement will be a key factor in agreeing each respective Town Deal.

**Town Deal** – An agreement of up to £25 million that towns will finalise through their respective Town Investment Plan, which they will work with MHCLG to finalise by signing the Heads of Terms document.

**Town Deal Board (TDB)** – Town Deal Boards are responsible for producing Town Investment Plans, including putting forward suitable projects which align with the objectives of the Towns Fund, and for overseeing the delivery and monitoring of those projects.

**Town Investment Plan (TIP)** – A Town Investment Plan will sets out a clear vision and strategy for a town. Plans should reflect local priorities and be co-designed with local businesses and communities. A Town Investment Plan will be used as the basis to which agree the Town Deal, the specific projects and the agreement in principle/Heads of Terms (before entering into phase 2 where funding may be granted).

**Towns Fund** – The Towns Fund will provide the core public investment in Town Deals – additional funding may come from other sources or parts of government. The objective of the Fund is to drive

the economic regeneration of towns to deliver long term economic and productivity growth through urban regeneration, planning and land use; skills and enterprise infrastructure; and, connectivity.

**Towns Fund Delivery Partner** – The centrally-tendered supplier consortium that will deliver consultancy support to towns for context assessment, strategy, and project prioritisation. The consortium are led by Arup, and are also made up of Nichols Group, Grant Thornton, FutureGov, Savills and Copper Consultancy.

**Towns Hub** – The collective group of stakeholders that will be the core support for towns in the development of Town Investment Plans, business cases, and further documentation. The Towns Hub consists of the central team within the Cities and Local Growth Unit in MHCLG, regional colleagues who will be towns' first points of contact for guidance, and the Towns Fund Delivery Partners consortium led by Arup.

## Annex A: Intervention framework

The table below outlines the interventions in scope for the Towns Fund. For proposed interventions, towns will need to align with:

- **Outputs:** This sets out the kinds of intervention outputs that will be considered acceptable.
- **Alignment:** We would expect interventions to align with each of the policies and programmes listed, where these apply to your town.
- **Outcomes:** This lists the acceptable outcomes that we would expect to flow from your chosen interventions. Towns will be required to clearly demonstrate, through a Theory of Change (with supporting evidence and assumptions clearly set out), how your proposed projects will deliver one or more of the outcomes in the table below.
- **Outcome indicators:** These are the indicators that will be used to set targets and measure progress and determine whether the outcomes have been delivered.

### Spatial targeting:

- Interventions must be physically located within the agreed boundary for each town, even if beneficiaries may be broader (e.g. people living in the travel to work area may benefit from improvements to a town centre or transport connectivity).
- There will be a strong preference for interventions focused in the town centre, gateway areas, or key employment sites. Projects focused on out-of-town sites may be rejected or subjected to increased assurance through MHCLG.
- Towns will be required to undertake and include spatial analysis, setting out why the target areas have been chosen, what is being done to support other key areas of their town, and how their strategy will support their town centre.

	<b>Outputs</b>	<b>Alignment</b>	<b>Outcomes</b>	<b>Outcome indicators</b>
<b>Local transport</b>	<ul style="list-style-type: none"> <li>• New, revived, or upgraded train and tram lines and stations</li> <li>• New or upgraded road infrastructure</li> <li>• More frequent bus services or infrastructure upgrades e.g. digital bus shelters</li> </ul>	<ul style="list-style-type: none"> <li>• Beeching reversals and fund for rail improvements</li> <li>• Local Transport Plans</li> <li>• Transforming Cities Fund projects</li> <li>• Policies on low carbon and air quality</li> <li>• Local Industrial Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Improved affordability, convenience, reliability, and sustainability of travel options to and from places of work</li> <li>• Improved affordability, convenience, reliability, and sustainability of travel options to and</li> </ul>	<ul style="list-style-type: none"> <li>• Average time taken to travel to work by usual method of travel</li> <li>• Commuter flows</li> <li>• Number of trips by purpose and main mode</li> <li>• Vehicle flow</li> </ul>

	<b>Outputs</b>	<b>Alignment</b>	<b>Outcomes</b>	<b>Outcome indicators</b>
	<ul style="list-style-type: none"> <li>with Real Time information.</li> <li>New or upgraded cycle or walking paths.</li> <li>Wider cycling infrastructure such as cycle parking.</li> </ul>	<ul style="list-style-type: none"> <li>Transforming Cities Fund projects</li> <li>National transport plans and associated strategies e.g. HS2 growth plans</li> <li>£250 million emergency active travel fund</li> <li>Local Growth Fund</li> </ul>	<ul style="list-style-type: none"> <li>from places of interest (especially shops and amenities)</li> <li>Reduced congestion within the town</li> <li>Enhanced high street and town centre experience that prioritises the health, safety and mobility of pedestrians</li> </ul>	
<b>Digital connectivity</b>	<ul style="list-style-type: none"> <li>Provision of specialist digital technologies to meet the needs of specific sectors</li> <li>Infrastructure to support 5G or full fibre connectivity, where this is appropriate for the LA role, and with a clear outline of how proposals do not duplicate other national programmes and initiatives</li> </ul>	<ul style="list-style-type: none"> <li>5G testbeds and trials</li> <li>Local Full Fibre Networks Programme</li> <li>Industrial Strategy Challenge Fund</li> </ul>	<ul style="list-style-type: none"> <li>Increased utilisation of digital channels, by businesses, to access and/or supply goods and services</li> <li>Increased ability for individuals to work remotely/flexibly</li> </ul>	<ul style="list-style-type: none"> <li>Internet access and usage by businesses</li> <li>Perceptions of the place by businesses</li> <li>5G coverage</li> <li>Number of people who work remotely at least some of the time</li> <li>Broadband speeds</li> </ul>
<b>Urban regeneration, planning and land use</b>	<ul style="list-style-type: none"> <li>Remediation and/or development of abandoned or dilapidated sites</li> </ul>	<ul style="list-style-type: none"> <li>Future High Streets Fund projects or other relevant government regeneration schemes</li> </ul>	<ul style="list-style-type: none"> <li>Enhanced townscape that is more attractive and more accessible to</li> </ul>	<ul style="list-style-type: none"> <li>Perceptions of the place by residents/businesses/visitors</li> <li>Land values</li> </ul>

	<b>Outputs</b>	<b>Alignment</b>	<b>Outcomes</b>	<b>Outcome indicators</b>
	<ul style="list-style-type: none"> <li>• Delivery of quality residential or commercial space in key locations (town centres, gateway areas, employment sites)</li> <li>• Delivery of new public spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Local Industrial Strategy</li> <li>• High Streets Heritage Action Zones via Historic England, Transforming Places Through Heritage via the Architectural Heritage Fund</li> <li>• Youth Investment Fund</li> <li>• Local Growth Fund</li> </ul>	residents, businesses and visitors	
<b>Arts, culture and heritage</b>	<ul style="list-style-type: none"> <li>• New, upgraded or protected community centres, sports or athletics facilities, museums, arts venues, theatres, libraries, film facilities, prominent landmarks or historical buildings, parks or gardens</li> <li>• New, upgraded or protected community hubs, spaces or assets, where this links to local inclusive growth</li> </ul>	<ul style="list-style-type: none"> <li>• Discover England Fund</li> <li>• High Streets Heritage Action Zones via Historic England, Transforming Places Through Heritage via the Architectural Heritage Fund</li> <li>• Cultural Development Fund</li> <li>• Arts Council National Lottery Project Grants</li> <li>• Arts Council Creative People and Places</li> <li>• Local Growth Fund</li> <li>• Coastal Community Fund</li> <li>• Coastal Revival Fund</li> </ul>	<ul style="list-style-type: none"> <li>• Improved arts, cultural and heritage offer that is more visible and easier for residents/visitors to access</li> </ul>	<ul style="list-style-type: none"> <li>• Number of visitors to arts, cultural and heritage events and venues</li> <li>• Perceptions of the place by residents/visitors</li> </ul>

	<b>Outputs</b>	<b>Alignment</b>	<b>Outcomes</b>	<b>Outcome indicators</b>
<b>Skills infrastructure</b>	<ul style="list-style-type: none"> <li>• Increase in capacity and accessibility to new or improved skills facilities</li> <li>• Availability of new specialist equipment</li> <li>• Increased and closer collaboration with employers</li> <li>• Increase in the breadth of the local skills offer that responds to local skills needs</li> <li>• Increased benefit for the public education over the long term</li> </ul>	<ul style="list-style-type: none"> <li>• Local skills plans.</li> <li>• Skills Advisory Panels</li> <li>• Further Education Capital fund (<i>details to be confirmed</i>)</li> <li>• T Level Capital Fund</li> <li>• Local Growth Fund</li> <li>• The Adult Education Budget (devolved to MCAs/delegated to GLAs)</li> <li>• National Careers Service</li> <li>• Where appropriate, Opportunity Areas and Opportunity North East</li> <li>• Local Digital Skills Partnerships</li> <li>• JCP Network (including the flexible support fund)</li> <li>• ESF investment</li> <li>• Youth Investment Fund</li> <li>• Cultural Development Fund</li> <li>• Civic University Agreements</li> <li>• National DfE policies including T-levels,</li> </ul>	<ul style="list-style-type: none"> <li>• Increased share of young people and adults who have relevant skills for employment and entrepreneurship</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new learners assisted</li> <li>• % of learners gaining relevant experience/being 'job ready' (as assessed by employers)</li> <li>• % of working-age population with qualifications</li> </ul>

	<b>Outputs</b>	<b>Alignment</b>	<b>Outcomes</b>	<b>Outcome indicators</b>
		apprenticeships, and Institutes of Technology		
<b>Enterprise infrastructure</b>	<ul style="list-style-type: none"> <li>• Increase in the amount (and diversity) of high-quality, affordable commercial floor space</li> <li>• Increase in the amount of shared workspace or innovation facilities</li> <li>• Other schemes to support enterprise and business productivity and growth</li> <li>• Programmes of grants to local SMEs or employers in key sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Local Industrial Strategy</li> <li>• DIT international trade advisors and associated activity</li> <li>• DIT Capital Investment work</li> <li>• DIT Export Strategy</li> <li>• DIT Foreign Direct Investment support</li> <li>• Enterprise zones, business improvement districts etc</li> </ul>	<ul style="list-style-type: none"> <li>• Increased number of enterprises utilising high quality, affordable and sustainable commercial spaces</li> <li>• Increased number of start-ups and/or scale-ups utilising business incubation, acceleration and co-working spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Business counts</li> <li>• Number of enterprises utilising high quality, affordable and sustainable commercial spaces</li> <li>• Number of start-ups and/or scale-ups utilising business incubation, acceleration and co-working spaces</li> <li>• Business births, deaths and survival rates</li> </ul>

## Annex B: Potential government department interventions to align with the Towns Fund

Interventions from other government departments			
Government department	Fund or scheme	Summary	Possibilities for alignment with the Towns Fund
<b>Cabinet Office</b>	One Public Estate  <a href="https://www.local.gov.uk/topics/housing-and-planning/one-public-estate/about-one-public-estate">https://www.local.gov.uk/topics/housing-and-planning/one-public-estate/about-one-public-estate</a>	The One Public Estate programme provides revenue funding to cross-public sector partnerships for projects which seek to make better use of the public estate. These include service collaboration projects and releasing land for new homes.	Towns can flag in their Investment Plan where releasing or better utilising public sector property could play an important role in revitalising their town centre.
<b>Department for Digital, Culture, Media and Sport (DCMS)</b>	Discover England Fund (DEF)	The Discover England Fund supports the development of bookable tourism itineraries and experiences that seek to encourage tourists to explore English regions and destinations, growing visitor spend locally	Where a town has been involved or featured in a Discover England Fund project, they may wish to reference this in their Town Investment Plan, especially if they were interested in developing the local tourism offer.
	Arts Council place-based funds	<b>Arts Council National Lottery Project Grants</b> – an open access programme for arts, museums and libraries projects. This funds thousands of individual artists, community and cultural organisations.	If a Towns Fund town seeks to provide cultural opportunities for local people to engage with museums, libraries and the arts, or to develop those sectors within the local area, then Arts Council National Lottery Project Grants are an opportunity to apply for funding to develop and deliver projects.

		<p><b>Creative People and Places</b> - a funding programme which focuses on parts of the country where involvement with arts and culture is significantly below the national average. CPP invests in local partnerships and encourage community involvement.</p>	<p>A number of places which will benefit from the Towns Fund are already receiving funding from the Creative People and Places programme, or are eligible to apply to do so. Where a town is benefitting from this programme, there is an opportunity to align this funding and activity with the aims and ambitions of local people and the town, and to embed cultural opportunities in the vision for change.</p> <p>Eligible places - <a href="https://www.artscouncil.org.uk/creative-people-and-places/creative-people-and-places-2020-24">https://www.artscouncil.org.uk/creative-people-and-places/creative-people-and-places-2020-24</a> Existing beneficiaries - <a href="https://www.artscouncil.org.uk/creative-people-and-places/cpp-current-projects">https://www.artscouncil.org.uk/creative-people-and-places/cpp-current-projects</a></p>
	Historic England	<p><b>High Streets Heritage Action Zones</b> – A multi-million pound fund for Historic England to work with partners to find new ways to champion and revive our historic high streets. Launched in May 2019, 69 high streets across England have been selected to receive a share of the £95 million fund: <a href="https://historicengland.org.uk/services-skills/heritage-action-zones/regenerating-historic-high-streets/">https://historicengland.org.uk/services-skills/heritage-action-zones/regenerating-historic-high-streets/</a></p>	<p>If a Towns Fund town has a High Streets Heritage Action Zone, there is an opportunity to align the goals and to enlarge on both the existing community development work and the regeneration goals of the HS HAZ.</p> <p>In other towns, each Conservation Area is likely to have a Council-approved appraisal document including priorities for enhancement.</p>
	5G Testbeds and Trials <a href="https://www.gov.uk/government/collect/5g-testbeds-and-trials-programme">https://www.gov.uk/government/collect/5g-testbeds-and-trials-programme</a>	<p>The Programme is working to deliver the following objectives:</p> <ul style="list-style-type: none"> <li>● Accelerate the deployment of 5G networks and ensure the UK can take early advantage of the applications those networks can enable.</li> <li>● Maximise the productivity and efficiency benefits to the UK from 5G.</li> </ul>	<p>If a Towns Fund town is featured in a 5GTT project, we might expect local councils to be involved in the bid to ease rollout and local stakeholder management. This may be something to bring in out in the Town Investment Plan, and to consider when planning further connectivity interventions.</p> <p>5GTT funding will continue for 2020-22: further grants will be available to projects via competitive bidding in the 5G create competition launched 20th Feb 2020.</p>

		<ul style="list-style-type: none"> <li>● Create new opportunities for UK businesses at home and abroad and encourage inward investment. There is clear alignment with Towns Fund aims to drive local growth and improve regional connectivity.</li> </ul>	
<b>Department for Education</b>	FE Capital	<p>The fund was announced in the Budget on 11<sup>th</sup> March 2020.</p> <p>The government will provide £1.5 billion over five years (£1.8 billion inclusive of indicative Barnett consequentials), supported by funding from further education colleges themselves, to bring the facilities of colleges everywhere in England up to a good level, and to support improvements to colleges to raise the quality and efficiency of vocational education provision.</p>	The fund is currently being developed. The first year of funding is 2021/2022.
	T Level Capital  <a href="https://www.gov.uk/government/publications/t-levels-capital-fund">https://www.gov.uk/government/publications/t-levels-capital-fund</a>	<p>Department for Education is making available £95 million to ensure T Level providers and students have access to the latest high quality equipment and facilities during their studies.</p> <p>This is the second wave of the T Levels Capital Fund, comprised of two different elements – the Building and Facilities Improvement Grant (BFIG) and Specialist Equipment Allocation (SEA).</p> <p>The T Levels Capital Fund (TLCF) will continue to help those further education providers at the</p>	<p>Applicants for BFIG are expected to provide a minimum funding contribution equivalent to 50% of the project value from own or third party resources.</p> <p>When developing their Town Investment Plans we encourage towns to consider how they can support T Level providers to submit applications for quality, well developed projects which will help to train the skilled young people that local businesses need, and leverage external investment to meet match funding requirements.</p>

		forefront of delivering these important reforms to be ready to teach T Levels from September 2021.	
	Supporting the wider skills system	A skills system that can deliver local and national needs, now and in the future.	Towns should consider how they would engage with their Skills Advisory Panel, skills providers, strategic partners and DfE to develop the skills landscape. Towns may want to consider how they will contribute to analysis, planning and implementing change in order to ensure plans are fit for the future.
	Opportunity Areas (OAs)  <a href="https://www.gov.uk/government/news/18m-extension-to-opportunity-area-programme">https://www.gov.uk/government/news/18m-extension-to-opportunity-area-programme</a>	<p>The OA programme is working to improve educational outcomes and raise social mobility in 12 of the most deprived areas of the country. It is currently funded up to August 2021.</p> <p>Interventions cover every life stage from pre-school to post-19. They include:</p> <ul style="list-style-type: none"> <li>• work in nurseries and pre-school settings to improve language, literacy and school readiness;</li> <li>• a wide range of school improvement programmes, including CPD for teachers, subject-specific programme like Maths Mastery, and training for senior leaders;</li> <li>• work to improve careers advice, information and guidance, with a focus on engaging local employers;</li> <li>• work to improve FE provision in the area, and to help more pupils from deprived backgrounds to go on to HE.</li> </ul>	The 10 towns which are also OAs (or in OAs) should (a) engage with the local OA partnership board when developing their Town Investment Plans; (b) consider whether Towns Fund projects might support the OA objectives – particularly where those relate to FE, HE, skills or employability; and (c) consider how local businesses benefitting from Towns Fund investment can be encouraged to engage more fully in the local community by – for example – providing careers advice for schools, work experience placements, and apprenticeships.
	Opportunity North East	Through Opportunity North East (ONE) DfE is investing up to £24 million to improve	The towns from the North East include Bishop Auckland, Blyth, Darlington, Hartlepool, Middlesbrough, Redcar and Thornaby.

<https://www.gov.uk/government/publications/opportunities-north-east-delivery-plan>

educational and employment outcomes and boost the aspirations of young people in the North East. £12 million of the investment is targeted toward our five challenges, and up to £12 million of the investment will fund the advance roll out of reforms to the early career framework for teachers.

Established in October 2018, the three-year programme (funded until 2022) will address 5 specific challenges for why the NE appears to perform worse than other regions across a range of education measures at KS4 and beyond.

- Too few children continue to progress well into secondary school (Transitions)
- To unlock the potential of key secondary schools in the North East (One Vision)
- Some secondary schools struggle to recruit and retain good teachers (Teacher workforce)
- Too few young people find a pathway to a great career (Careers)
- Too few young people progress to higher education, and particularly the country's most selective institutions (Higher Education)

When developing Town Investment Plans if it involves schools, careers or higher education then please engage with the Opportunity North East team.

Local businesses benefitting from Towns Fund investment can be encouraged to engage locally by providing careers advice for schools, work experience placements, and apprenticeships.

	<p>Institutes of Technology (IoTS)</p>	<p>IoTs are collaborations between employers, further education colleges and universities connecting high-quality teaching in science, technology, engineering and maths to business and industry and delivering provision tailored to local skills needs. They are being set up to address shortages of key STEM skills at higher technical levels that constrain growth across England. Employers play a key role in an IoT's governance, leadership as well as the design and delivery of the curriculum.</p> <p>The first 12 IoTs were set up through an open competition and are now coming on stream. The government confirmed at budget that it will increase the number of IoTs from 12 to 20 to address these gaps through a second competition. The prospectus for the Wave Two Competition was published on 19 February, with the Competition to formally launch later in the year.</p>	<p>Town Fund bids should consider existing Institutes of Technology in their Local Enterprise Area and the role that the IoT could play in supporting the successful delivery of parts of their Towns Fund proposal through skills training for local business and people. They might also wish to consider how investment through the Towns Fund could support the successful roll-out of Wave 1 IoTs.</p> <p>Where no IoT exists in a Local Enterprise Area, Towns Investment Plans should consider how a Wave 2 IoT bid could support their objectives in the Town Fund. For example, IoTs could play an important role in providing local towns with the skills businesses need to grow and develop. This could help town economies improve their productivity and growth and thus provide higher wage, higher skilled employment to more local people.</p>
<p><b>Department for Environment , Food and Rural Affairs (Defra)</b></p>	<p>25Year Environment Plan (25YEP) <a href="https://www.gov.uk/government/publications/25-year-">https://www.gov.uk/government/publications/25-year-</a></p>	<p>The government's 25 Year Environment Plan (25YEP), published in January 2018, makes major new commitments to connect people with the environment to improve health and wellbeing. The 25YEP sets out that spending time in the natural environment can improve mental health and feelings of wellbeing. It can reduce stress,</p>	<p>Towns should include any overlap with Environment Plan initiatives in their Town Investment Plan, and consider how best to align investment with wider plans to connect people with the environment.</p>

	<a href="#">environment-plan</a>	fatigue, anxiety and depression. It can help boost immune systems, encourage physical activity and may reduce the risk of chronic diseases. The Plan also commits to greening our towns and cities and making sure that there are high quality, accessible, natural spaces close to where people live and work, particularly in urban areas.	
	Flood and Coastal Erosion Risk Management (FCERM) Grant-in-Aid (GiA)  <a href="https://www.gov.uk/guidance/partnership-funding">https://www.gov.uk/guidance/partnership-funding</a>	This approach to funding flood and coastal erosion risk management projects shares the costs between national and local sources of funding, enabling greater ownership and choice on how communities are protected.  It also encourages more cost-effective solutions. Any project where the benefits are greater than the costs can qualify for a contribution from Flood and Coastal Erosion Risk Management (FCERM) Grant-in-Aid (GiA).	Towns which also seek to improve flood resilience may wish to access Grant-in-Aid partnership funding. Towns should flag this in their investment plans. Towns may be able to align this funding with towns fund monies, provided the proposed plans contribute directly to economic growth. We welcome a conversation with any towns considering this.
<b>Department for International Trade</b>	International Trade Advisers (ITAs) and associated activity	DIT’s network of International Trade Advisers provide dedicated advice and support to SMEs across England to help them begin their export journey or expand to new markets. They work closely with local partnerships and business support bodies such as Chambers of Commerce and Growth Hubs. They are able to refer businesses to other DIT support, such as the Tradeshow Access Programme (TAP) and UK Export Finance.	Towns should consider where best to access DIT’s network of trade advisors and assistance.

	Capital Investment (CI) - Project Promotion & UK regional investment Portfolios	DIT's Capital Investment Team (CI) has a network of specialists across the UK who are experienced built environment advisors working with LA's and LEPs. Through this team working with DIT's Investor Relations Team, CI are able to advise on potential investment from international markets and particular sovereign wealth, pension and other institutional funding mechanisms. This is set out in this guide produced with the LGA in 2019 <a href="https://www.local.gov.uk/lga-report-attracting-investment-local-infrastructure-guide-councils">https://www.local.gov.uk/lga-report-attracting-investment-local-infrastructure-guide-councils</a>	
	Foreign Direct Investment-Service Overview	The Department for International Trade is responsible for ensuring the UK remains a leading destination for inward investment. It delivers a range of services to help investors understand specific opportunities in specific places across the UK as well as navigate the processes involved in starting or growing their business in the UK.	There are opportunities to ensure that DIT teams are aware of any internationally competitive proposition offered by towns, to ensure they can be effectively presented to investors where appropriate.
	Foreign Direct Investment-High Potential Opportunities	<p>The High Potential Opportunities scheme aims to drive foreign direct investment into specific opportunities across the UK which would benefit from targeted promotion, with a particular focus on opportunities and places which are disadvantaged by a lack of market information.</p> <p>DIT works in collaboration with local partners and central government to identify High Potential Opportunities, develop compelling commercial</p>	<p>LEPs and investment promotion agencies across England, Scotland, Wales and Northern Ireland were invited to submit nominations for the second round of the High Potential Opportunities scheme by 17 April 2020. Nominations must include a clearly defined specific commercial opportunity, capable of attracting sustained investment. DIT aims to select up to 25 HPOs by June 2020.</p> <p>Towns may wish to flag any overlap in their investment plans.</p>

		propositions, and deploy DIT’s global network to promote them to international investors.	
<b>Department for Transport (DfT)</b>	The Restoring Your Railway (Beeching) Fund	<p>The Beeching Reversal Fund provides money to reinstate axed local rail services and restore closed stations. It has three components:</p> <ul style="list-style-type: none"> <li>• Ideas Fund: proposals to reinstate axed local services.</li> <li>• Accelerating Existing Proposals: the development of closed lines and stations which are already being considered for restoration.</li> <li>• Proposals for new and restored stations.</li> </ul> <p><a href="https://www.gov.uk/government/publications/re-opening-beeching-era-lines-and-stations">https://www.gov.uk/government/publications/re-opening-beeching-era-lines-and-stations</a></p> <p><a href="https://www.networkrail.co.uk/communities/passengers/station-improvements/new-stations-fund">https://www.networkrail.co.uk/communities/passengers/station-improvements/new-stations-fund</a></p>	<p>The Department for Transport has begun to consider bids from local areas interested in accessing funds for previously closed railways lines and stations as part of the Ideas Fund. These bids are being considered by the Beeching Assessment Panel; assessments are at an early stage. The third round of the New Stations Fund is also underway.</p> <p>Preliminary findings indicate that 29 towns selected for the Towns Fund have some overlap with proposals put forward for the Ideas Fund. This could be a new station in the town, or the reopening of a line that goes to, from, through, or indirectly serves the town.</p> <p>Towns should be aware where a Beeching Fund bid has been put forward, sponsored by the local MP. BEIS local teams can assist where this is not clear.</p> <p>As Beeching Fund bids are considered, there is scope for relevant towns to align their Town Investment Plans with the proposed Beeching plans. This could involve:</p> <ul style="list-style-type: none"> <li>• Increasing connectivity to and from a new station, or a station served by a reopened line/new service;</li> <li>• Focussing economic regeneration efforts on the areas surrounding new stations.</li> </ul>
	Transforming Cities Fund	The £2.5 billion Transforming Cities Fund aims to drive up productivity and spread prosperity	18 city regions are included within the TCF programme – 6 Mayoral Combined Authorities with devolved grants, and 12

		<p>through investment in public and sustainable transport in some of the largest English city regions. The Fund is focused on improving intra-urban (rather than inter-urban), making it quicker and easier for people to get around – and access better jobs. In this way, the Fund goes further than supporting just cities but helps their wider conurbation (suburbs, towns) gain improved access to the more productive employment in urban cores. The Fund also aims to address key priorities, including reducing carbon emissions, improving air quality, reducing congestion, unlocking housing, and encouraging innovation.</p> <p>As part of the National Productivity Investment Fund, the Transforming Cities Fund provide additional capital investment for productivity enhancing programmes. It also supports the Industrial Strategy, taking a place-centric approach to delivering investment in English city regions.</p> <p>The applications for the fund closed in 2018, but there is remains scope for overlap and alignment with Towns Fund investment.</p>	<p>shortlisted city regions which were selected in 2018 following a competitive process. Around half of the Fund (£1.08 billion) has been allocated to six Mayoral Combined Authorities (MCAs) on a per capita and devolved basis.</p> <p>For the other half of the Fund, £1.28bn of this has been allocated via a quasi-competitive process in two tranches. Tranche 1 saw an initial £60m announced at Spring Statement 2019 for 30 small local projects such as new bus service improvements, smart ticketing and new active travel routes to be delivered by the end of 2019-20.</p> <p>In Tranche 2, the remaining £1.22bn was allocated at Budget 2020 following a process of co-development in which DfT officials worked closely with the 12 cities to agree packages of investment instead of individual schemes, unlike a traditional bidding contest. (£117m of the £1.22bn has been held back to invest in Stoke-on-Trent, Norwich and Portsmouth subject to further business case approval.)</p> <p>Towns should indicate in their Investment Plans any overlap or planned alignment with the Transforming Cities fund.</p>
	<p>Sustainable Travel Access Fund</p>	<p>The Sustainable Travel Access Fund was launched to encourage councils to offer sustainable transport initiatives which can improve access to jobs, skills, training and education.</p>	<p>The overall total is £100 million.</p> <p>Sustainable Travel Transition year (2016/17)- £20 million          Access Fund (2017-20) - £60 million          Access Fund Extension(2020-21) - £20 million</p>

			<p>You can find the latest information about the current status of cycling and walking funds in the recently published report to Parliament:  <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863723/cycling-and-walking-investment-strategy-report-to-parliament.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/863723/cycling-and-walking-investment-strategy-report-to-parliament.pdf</a></p> <p>Towns should indicate any overlap in their Investment Plans.</p>
	£250 million Emergency active travel fund and £5 billion package for cycling and buses	£250 million emergency active travel fund will be released from a previously announced £5 billion package for cycling and buses to pay for 'pop-up bike lanes with protected space for cycling, wider pavements, safer junctions, and cycle and bus-only corridors. Funding received	
<b>Department for Work and Pensions</b>	ESF	The European Social Fund (ESF1420) programme in England is worth £3 billion over six years, and funds preparatory, additional and alternative employment and skills support to mainstream services for disadvantaged groups who face additional barriers and are furthest from the learning and labour market.	Towns may wish to flag any overlap in their investment plans.
	JobCentre Plus Network (including	Local presence with strong links to regional business, health care and training stakeholders.	Towns may should wish to consider utilising the JCP network in the development of their investment plans in order to avoid duplicating existing provision/plans.

	Contracted Employment	Key source of local labour market information.  Ideal link for design of joint services.	
<b>Ministry of Housing, Communities and Local Government</b>	Brownfield Housing Fund	MHCLG have launched a £400m fund to boost the supply of homes in local areas and bring under-utilised brownfield land in to use.	Final decisions about the design including scope, structure, and accountability will be made in the coming months. Once the fund is launched, and if your town is eligible, we would expect any plans to set out very clearly how the town investment plan and BHF aligns.
	Free Ports  <a href="https://www.gov.uk/government/consultations/freeports-consultation">https://www.gov.uk/government/consultations/freeports-consultation</a>	Freeports have three objectives: establish hubs for global trade and investment, promote regeneration and job creation, and create hotbeds for innovation.  Government launched a consultation on Freeports in February 2020. The deadline has been extended until 13 July 2020. Up to 10 Freeports will be designated.  Specific locations will be chosen in due course according to a fair, transparent and robust allocation process.	If towns would like to be considered as part of a Freeport, we advise they flag this in their TIP and set out how they think the measures proposed in the consultation could support the wider economic strategy for the town.
	New Development Corporation Competition  <a href="https://www.gov.uk/government">https://www.gov.uk/government</a>	MHCLG has £10 million available for up to 10 transformational housing and economic growth opportunities, focusing on regeneration, and are interested in speaking to areas that have innovative, bold and ambitious proposals. Funding will help them to explore delivery models that have been less commonly used in a	Development Corporations could serve as a useful delivery model for Towns Fund projects. Towns may wish to consider this as part of their investment plan.

	<a href="#">ment/publications/new-development-corporation-competition-guidance/new-development-corporation-competition</a>	<p>contemporary context, such as development corporations.</p> <p>The application process is currently open.</p>	
	<p>Single Housing Infrastructure Fund (SHIF)</p>	<p>Government is committed to introducing a new Single Housing Infrastructure Fund (SHIF) to provide the infrastructure needed to support new homes. At Budget 2020, the government confirmed it will launch SHIF at the forthcoming Comprehensive Spending Review.</p>	

## Annex C: Town Investment Plan Stage 1 Review Detailed Evidence

This table provides more detail on the kinds of evidence we will look for in TIP at stage 1 (across sections 1 and 2)

Town Investment Plan Evidence		
Section	Criteria	Examples of evidence
1. Impact	1.1. Level of need.	<ul style="list-style-type: none"> <li>• Details of (un)employment, income levels, deprivation and wellbeing.</li> <li>• Low-level employment.</li> <li>• Details of town transport challenges (e.g. insufficient links to existing assets, congestion and air quality issues).</li> <li>• Town centre vacancy rate and footfall.</li> <li>• Business growth challenges.</li> <li>• Land and development challenges.</li> <li>• Skills shortage and low educational attainment.</li> <li>• Crime and anti-social behaviour.</li> </ul>
	1.2. Scale of opportunities.	<ul style="list-style-type: none"> <li>• Likely to benefit from capital funding towards: urban regeneration, planning and land use; skills and enterprise infrastructure; and connectivity.</li> <li>• Demonstration that project proposals address/ capitalise on the major challenges/opportunities in the town.</li> <li>• Details of local commercial/industrial demand.</li> <li>• Level of private-sector co-funding.</li> <li>• Evidence that the differential impacts of proposed interventions have been considered.</li> <li>• Potential impact e.g. jobs created, GVA increase.</li> </ul>
2. Strategy	2.1. Strength of vision, strategy and realism of economic narrative.	<ul style="list-style-type: none"> <li>• A compelling vision for the future that is built around the town's unique circumstances with alignment to the objectives of the fund.</li> <li>• A clear strategy, built on sound evidence and analysis, balancing realism and ambition, overcoming key challenges to address needs and harness opportunities</li> <li>• Clear use of local knowledge to produce an investment plan grounded in its context.</li> <li>• Clear indication that the vision is aligned with Covid-19 recovery and the clean growth principle.</li> </ul>

		<ul style="list-style-type: none"> <li>• An indication that the process followed to prioritise interventions has included an element of spatial analysis, with a clear explanation of how the strategy will benefit the town centre.</li> <li>• Reference to wider strategic plans including (but not limited to) housing, transport, local growth and the Local Industrial Strategies.</li> <li>• Evidence of learning from best practice i.e. TIP is clearly informed by sound knowledge of local growth investment, formed through a process of clear and rigorous prioritisation and backed by sophisticated analysis.</li> </ul>
	2.2. Coherence of TIP – strength of linkages and rationale between need/opportunity, vision, strengths and projects.	<ul style="list-style-type: none"> <li>• A clear rationale for the vision in its context.</li> <li>• Coherent set of proposals forming a broader strategy which clearly addresses the challenges identified in section 1.1. (e.g. local housing shortage and high rate of empty retail units that could be addressed by mixed-use developments).</li> <li>• Theories of Change developed for each project proposal, including a comprehensive set of inputs/resources, outputs and outcomes/impacts, setting out clearly the assumptions and external factors (context).</li> <li>• Wider strategy that is geared towards alleviating private-sector-investment bottlenecks and/or targeting the most disadvantaged groups.</li> </ul>
	2.3. Capacity and alignment of proposed projects with existing and ongoing initiatives and match funding.	<ul style="list-style-type: none"> <li>• Details of existing and planned work in the town and wider region and the links to the TIP strategy and proposals</li> <li>• Alignment with Covid recovery needs and plans</li> <li>• Demonstration of the additionality</li> <li>• Details of co-funding for intervention proposals.</li> <li>• Delivery capacity and accountability arrangements</li> </ul>
3. Partnerships	3.1. Strength of past and planned collaboration with local communities and civil society.	<ul style="list-style-type: none"> <li>• Level of past and ongoing engagement/consultation and evidence it has been acted upon</li> <li>• Evidence of buy-in, support and/or ownership of the top priorities in the TIP</li> </ul>

		<ul style="list-style-type: none"> <li>• Level of collaboration in the production of the TIP (e.g. joint projects).</li> <li>• Level of representation and institutional collaboration both in the production of the TIP and planned for the future.</li> </ul>
	<p>3.2 Strength of past and planned collaboration with the private sector.</p>	<ul style="list-style-type: none"> <li>• Level of past and ongoing engagement, consultation and collaboration with business in the town</li> <li>• Level of collaboration in the production of the TIP (e.g. joint projects) or otherwise demonstrable support for TIP priority areas</li> <li>• Level of representation and institutional collaboration both in the production of the TIP and planned for the future.</li> </ul>

## Annex D: Town Deal Board governance guidance

We expect the Town Deal Board to align with the governance standards and policies of the Lead Council including around whistle blowing, conflicts of interest, complaints, and compliance with the General Data Protection Regulation (GDPR).

### **Roles and Responsibilities**

It is important that there are clear roles and responsibilities for oversight of the Town Deal.

The Town Deal Board should have a document, published on the Lead Council's website, which clearly sets out the roles and responsibilities and the governance and decision making processes for the Town Deal Board. This should include:

- Remit of the Board including terms of reference
- Board membership and roles
- Chair/vice-chair term and responsibilities
- Board structure including sub-committees and reporting arrangements
- Accountable Body arrangements

### **Code of Conduct & Conflicts of Interest**

All Town Deal Board members should sign up to a code of conduct based on the Seven Principles of Public Life (the Nolan Principles; see below). An example code of conduct can be provided to Town Deal Boards by the Town Hub named contact on request.

There should be clear processes in place for managing conflicts of interests (both commercial, actual, and potential) in decision making, and this must apply to all involved with the work of the Town Deal Board.

The Lead Council should provide guidance on the pecuniary and non-pecuniary interests individuals must declare, outline the process that Board members must follow for declaring interests and explain the process for requesting an exemption.

Town Deal Board members should then complete a declaration of interests which will then be held by the Lead Council. This can be in a format already used by the Lead Council or a template can be requested from the Towns Hub named contact.

All Board Members should take personal responsibility for declaring their interests before any decision is considered. The Lead Council must record action taken in response to any declared interest.

Additionally a register of gifts and/or hospitality provided to individual Town Deal Board members or the Town Deal Board as a whole should be maintained by the Lead Council.

## Transparency

In line with the principles of public life, it is important that there is transparency around the operation of the Town Deal Board. Transparent decision making is supported by the publication of information on the Lead Council's website and we expect the following standards to be applied:

- A documented decision-making process outlining the voting rights of the Board to be published
- Profiles of Board Members to be published
- All Board papers to be published on the Lead Council's website in advance of the meeting (within 5 clear working days)
- To promptly publish draft minutes of meetings on the Lead Council's website following the meeting (within 10 clear working days)
- To publish final minutes on the Lead Council's website, once approved by the Board (within 10 clear working days)
- Any conflicts of interest reported to be formally noted within the published minutes

It is important that the Town Deal Board abides by Lead Council governance and finance arrangements when considering private reports, with the default position being that all papers are open to the public

## Nolan Principles: The Seven Principles of Public Life

Through the Town Deal, the Town Deal Board will be responsible for oversight of a significant amount of public funding. As such, members of the Town Deal Board should fulfil their role as public-private partnerships whilst ensuring robust stewardship of public resources.

Members of the Town Deal Board and those supporting the activities of the Town Deal should adhere to the [Seven Principles of Public Life](#) (the Nolan Principles). The Lead Council will be responsible for ensuring that all Town Deal Board members understand these principles and how they apply:

- **Selflessness:** Holders of public office should act solely in terms of the public interest;
- **Integrity:** Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships;

- **Objectivity:** Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias;
- **Accountability:** Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this;
- **Openness:** Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing;
- **Honesty:** Holders of public office should be truthful; and
- **Leadership:** Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

## Annex E: Business Cases and Value for Money

This annex does not replace or supersede the official guidance, rather it is intended as an accessible summary. Full guidance from HM Treasury can be found here:

<https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

Towns must have a clear and transparent basis against which projects and programmes are initially identified, prioritised and appraised relative to a set of credible options, assessed for value for money, commissioned and then delivered. This should all be set out clearly in the Summary Document.

Any proportionate business case must cover all elements of HM Treasury's 5-case model:

1. **Strategic case** – must show the rationale, background, policy context and strategic fit of the public expenditure or public intervention;
2. **Economic case** – with evidence of why a privately provided solution would fall short of what is optimal (market failure) and a list of options to achieve a better outcome. “Do nothing” should always be an option. There is no one size fits all for how many options or what makes a good economic case: some need distributional analysis, others evidence of unmet demand for a service. The case must build on robust verifiable evidence, consider additionality, and displacement of activity, and include a sensitivity analysis and a correction for optimism bias if risk is a factor for success. Value for Money is ideally demonstrated in a credible Benefit Cost Ratio, but where some of the costs and/or benefits cannot be monetised at the present time, the economic case should proportionally capture these impacts and specify a partial Value for Money measure. Wider benefits/costs should be considered and specified where these are sizeable, compared with the direct impacts;
3. **Commercial case** – demonstrate commercial viability or contractual structure for the project, including procurement where applicable;
4. **Financial case** – standard appraisal of financial implications of the project, including where applicable budgets, cash flow, and contingencies;
5. **Management case** – of how the project is going to be delivered referring to the Green Book to verify if there are mandatory methodologies applicable to the investment.

In addition to the Green Book, other appraisal guidance should be followed for specific thematic interventions where available.

Towns must ensure that the commercial, financial and management arrangements are appropriate for effective delivery. Where applicable, appropriate resources should be consulted for situation specific project appraisals. To assist with this, Infrastructure UK (now part of the Infrastructure and Projects Authority) has produced a [Project Initiation Routemap Handbook](#) and associated modules which provide a framework to support public and private sector infrastructure providers improve the delivery of their projects and programmes. Towns may find this helpful when reviewing these aspects of business cases.

Towns must have robust processes in place that ensure all funding decisions are based on impartial advice, where possible. There must be clear distinction between those acting as scheme promoters and those appraising programmes and projects and advising decision makers, so that the town is acting on impartial advice on the merits of (potentially competing) business cases. Named individuals responsible for ensuring value for money as well as scrutiny and recommendations for business cases (not necessarily the same person) should ideally be independent of the promoting organisation or where this is impractical, should sit outside the management unit responsible for developing and promoting the business case.

# **Shiple**

## **Town Deal Board**

### **Terms of Reference**

DRAFT

1. Purpose and Role of the Town Deal Board.....

2. Roles & Responsibilities of Participants.....

3. Standards of Behaviour and Conduct.....

4. Membership.....

5. Chair and Deputy Chair Term and Responsibilities.....

6. Attendance at Meetings.....

7. Appointment of Substitutes.....

8. Meeting Procedures.....

9. Quorum.....

10. Sub Groups.....

11. Declaration of Interest.....

12. Decision Making and Voting.....

13. Accountable Body Arrangements.....

14. Procurement.....

15. Secretarial and Technical Support Arrangements.....

16. Legal Status.....

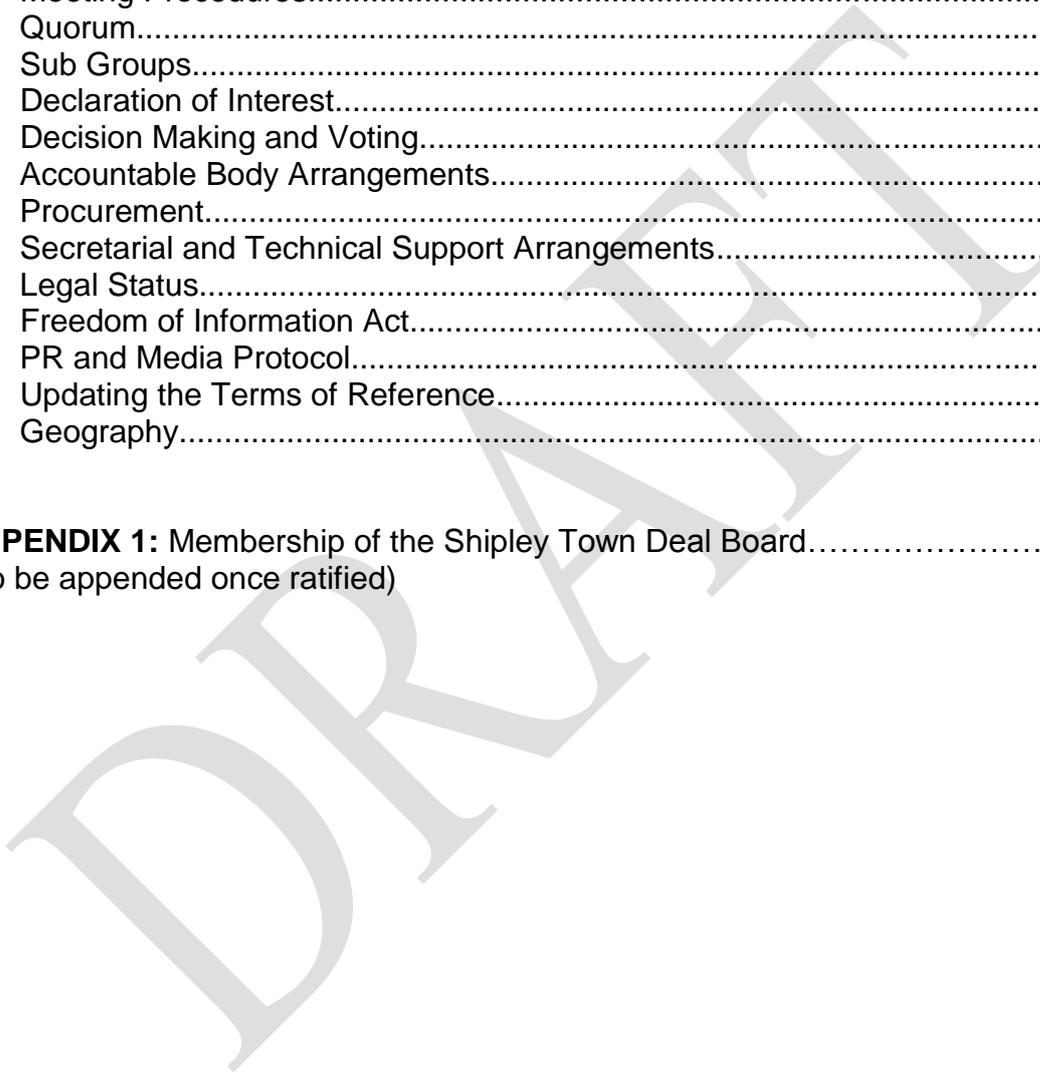
17. Freedom of Information Act.....

18. PR and Media Protocol.....

19. Updating the Terms of Reference.....

20. Geography.....

**APPENDIX 1: Membership of the Shipley Town Deal Board.....**  
(To be appended once ratified)



## 1. Purpose and Role of the Town Deal Board

The Shipley Town Deal Board brings together the private, public and community sectors to provide strategic leadership to develop and deliver an Investment Plan and schedule of interventions to secure government funding, and which sets out a clear understanding of the area, focusing on its assets, opportunities and challenges.

The Town Deal Board will be the vehicle through which the vision and strategy for the town is defined. It will produce a Town Investment Plan and inform the Town Deal, including the amount of investment secured through the Towns Fund.

The Shipley Town Deal Board is responsible for developing a Town Investment Plan that sets out a clear vision and strategy for the town and proposes suitable projects which align with the objectives of the Towns Fund. Plans should reflect local priorities and be co-designed with local businesses and communities.

The overarching aim of the Towns Fund is to drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth. This will be done through:

### **Urban regeneration**

Ensuring towns are thriving places for people to live and work, including by:

- Increasing density in town centres;
- Strengthening local economic assets including local cultural assets;
- Site acquisition, preparation, remediation, and/or development; and
- Making full use of planning tools to bring strategic direction and change.

### **Skills and enterprise infrastructure**

- Driving private sector investment and small business development; and
- Ensuring towns have the space to support skills and small business development.

### **Connectivity**

- Developing local transport schemes that complement regional and national networks; and
- Supporting the delivery of improved digital connectivity.

The Town Deal Board will sign off each stage of a Town Investment Plan and Town Deal. The Board is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles – See section 3)
- Developing and agreeing an evidence-based Town Investment Plan
- Establishing a clear programme of interventions
- Embedding arrangements in local plans (where appropriate) and undertaking Environmental Impact Assessments and fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.
- Coordinating resources and engaging stakeholders
- Ensuring communities' voices are involved in shaping design and decision making at each phase of development

- Ensuring diversity in its engagement with local communities and businesses
- Helping develop detailed business cases
- Overseeing each step of agreeing a Town Deal, and overseeing compliance with the Heads of Terms Agreement with government

The Board shall undertake its duties and responsibilities in line with the requirements of the [Towns Fund Prospectus](#) (November 2019) [Towns Fund Guidance](#) (June 2020) and any subsequent guidance that may be issued.

## 2. Roles & Responsibilities of Participants

The main role of all the participants of the Town Deal Board is to play an active part in the development of the Town Investment Plan; providing a valuable contribution bringing ideas, knowledge and expertise to the process.

Participants are required to adhere to these Terms of Reference.

The Town Deal Board will sign off each stage of a Town Investment Plan and Town Deal. The Board is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing and agreeing an evidence-based Town Investment Plan
- Establishing a clear programme of interventions
- Embedding arrangements in local plans (where appropriate) and undertaking Environmental Impact Assessments and fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.
- Coordinating resources and engaging stakeholders
- Ensuring communities' voices are involved in shaping design and decision making at each phase of development
- Ensuring diversity in its engagement with local communities and businesses
- Helping develop detailed business cases
- Overseeing each step of agreeing a Town Deal, and overseeing compliance with the Heads of Terms Agreement with government

## 3. Standards of Behaviour and Conduct

Through the Town Deal, the Town Deal Board will be responsible for oversight of a significant amount of public funding. As such, members of the Town Deal Board should fulfil their role as public-private partnerships whilst ensuring robust stewardship of public resources.

Members of the Town Deal Board and those supporting the activities of the Town Deal should adhere to the Seven Principles of Public Life (the Nolan Principles). The Lead Council will be responsible for ensuring that all Town Deal Board members understand these principles and how they apply:

- 1. Selflessness** - Board Members should act solely in terms of the public interest.
- 2. Integrity** - Board Members must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material

benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

**3. Objectivity** - Board Members must act and take decisions impartially, fairly and on merit, using the best evidence and without any form of discrimination or bias.

**4. Accountability** - Board Members are accountable to the best interests of Shipley and the principle objectives of the Board.

**5. Openness** - The Board must act and take decisions in an open and transparent manner.

**6. Honesty** - Board Members should act with honesty, objectivity and integrity.

**7. Leadership** - Board Members should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

The Board will align itself with the governance standards and policies of City of Bradford Metropolitan District Council as Lead Council, including those policies on [Whistleblowing](#) and [Complaints](#).

#### **4. Membership**

Participation is by invitation only from City of Bradford Metropolitan District Council in consultation with the Chair.

The Town Deal Board's membership should reflect the diversity of the town and surrounding area. The Towns Fund Prospectus stated that membership of Town Deal Boards should comprise:

- A private sector chair
- All tiers of local government for the geography of the town
- The MP(s) representing the town
- The Local Enterprise Partnership
- Local businesses and investors
- Community/local voluntary community sector representatives
- Other relevant local organisations, such as FE colleges or Clinical Commissioning Groups.

The Town Deal Board may call on professional advice and support if deemed necessary. This will include external consultants to support the development of the Town Deal Investment Plan. Any such advisors may be invited to attend all or part of any meeting as and when appropriate as observers and shall be entitled to speak at the meeting with the prior permission of the Chair but shall not be entitled to vote.

The participants identified may change over time at the discretion of the Chair in agreement with the CBMDC Board Representative. Participants can be removed from the Town Deal Board if they do not adhere to the Terms of Reference.

A Board Member shall cease to be a member of the Shipley Town Deal Board in the following circumstances;

- Such Board Member gives written notice to the Chair of their notice of resignation;

- Such Board Member's death;
- Such Board Member's bankruptcy making of any arrangement or composition with their creditors, or liquidation, or in the case of an organisation, winding up, liquidation, dissolution or administration or anything analogous to any of the foregoing occurring in relation to a Member in any jurisdiction;
- Such Board Member is removed from membership by a resolution of the Board that it is in the best interests of the Board that the membership is terminated.

The Membership of the Shipley Town Deal Board can be found in **Appendix 1**. (To be appended once ratified)

## **5. Chair and Deputy Chair Term and Responsibilities**

The role of the Town Deal Board Chair is to:

- Uphold the Seven Principles of Public Life (the Nolan Principles)
- Lead the Board in achieving its objectives, maintaining an overview of activity, and championing and supporting partnership working
- Ensure that decisions are made by the Board in accordance with good governance principles
- Sign the Head of Terms Agreement with government

The Board shall appoint a Chair and Deputy Chair who will serve for a period of 12 months before re-election. In the absence of the Chair, the Deputy Chair will assume the responsibilities of the Chair.

## **6. Attendance at Meetings**

Members will endeavour to attend all meetings of the Town Deal Board, however if they are unable to attend any meeting then they should submit their apologies in advance of the meeting. As flexibility and continuity is essential to partnership working, each Member may identify a named substitute who may attend on their behalf when necessary.

## **7. Appointment of Substitutes**

All Board members should appoint a named substitute to the Board. The substitute will be a representative of the same organisation. The named substitute will be the only person to attend in the absence of the Board member.

## **8. Meeting Procedures**

The Town Deal Board will be closed to the public and press unless specifically invited. Designated observers will be permitted to attend with the agreement of the Chair. Observers will not be allowed to comment or address the Town Deal Board unless asked to do so by the Chair. The Economy and Development Service should be informed of any persons attending the meeting to observe in advance.

Any contact from members of the public in relation to the Town Deal Board will be managed by the Economy and Development Service.

An extraordinary meeting can be called at no less than 14 days notice if a majority of Board Members agree.

## **9. Quorum**

Any six members of the Town Deal Board including the Chair (or Deputy Chair) and the CBMDC Board Representative (or their nominated substitute) shall constitute a quorum for the meeting of the Town Deal Board.

## **10. Sub Groups**

Occasionally a Sub Group of the Shipley Town Deal Board may need to be established to expedite a particular matter, which requires focussed activity or where a more specialist membership is required. These would normally have a specific remit and period of operation to oversee or undertake a specific task, reporting directly to the Town Deal Board. The Town Deal Board will set out the terms and remit of any Sub Group. Membership of the sub group would be decided by the Board.

## **11. Declaration of Interest**

Each member of the Town Deal Board is required to declare any personal, prejudicial or disclosable pecuniary interest (direct or indirect) in any agenda items. Where an interest is prejudicial or is otherwise a disclosable pecuniary interest the member shall take no part in the discussion or decision making about that item. All such declarations must be included in the minutes of the meeting.

Board Members shall duly sign and return the Shipley Town Deal Boards Declaration of Interests on an annual basis. A register of interest will be maintained by the Council.

The Council will provide guidance on the pecuniary and non-pecuniary interests individuals must declare, outline the process that Board members must follow for declaring interests and explain the process for requesting an exemption.

## **12. Decision Making and Voting**

Where a decision is required the Board shall try to reach a consensus view. Where this is not possible there will be a vote.

Each Member shall have one vote. Voting shall be by a show of hands of Board members and shall be by simple majority.

In the case of equality of voting, the Chair shall have a second or casting vote.

### **13. Accountable Body Arrangements**

City of Bradford Metropolitan District Council (acting as Lead Council and Accountable Body) is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing a delivery team, delivery arrangements and agreements
- Ensuring that decisions are made by the board in accordance with good governance principles
- Ensuring transparency requirements are met – through publication of information on their website or a Town Deal specific website (where further reference is made in this guidance to publication on a Lead Council’s website this includes Town Deal specific websites)
- Developing agreed projects in detail and undertaking any necessary feasibility studies
- Undertaking any required Environmental Impact Assessments or Public Sector Equalities Duties
- Helping develop detailed business cases
- Liaising with potential private investors in identified local projects and schemes
- Signing the Head of Terms Agreement with government
- Monitoring and evaluating the delivery of individual Towns Fund projects
- Submitting regular monitoring reports to Towns Hub
- Receiving and accounting for the Town’s funding allocation

City of Bradford Metropolitan District Council remains the accountable body for all monies received through capacity funding and any other funding that will be allocated from the Towns Fund.

### **14. Procurement**

The procurement policies of the Council will apply. Any delivery partners will be identified using the procurement policies of the Council and contracts published in accordance with the Council’s policies and procedures.

### **15. Secretarial and Technical Support Arrangements**

Secretarial support will be provided by the Economy and Development Service of City of Bradford Metropolitan District Council. This will involve organising meetings, preparing and circulating agendas and producing minutes:

- Agendas and accompanying papers shall be published at least 5 clear working days in advance of a meeting and sent to all members of the Board.
- Draft minutes shall be published within 10 clear working days of the Board meeting. Minutes shall remain draft until formally approved by the relevant meeting Chair.

- Final minutes shall be published once approved by the Chair, within 10 clear working days.
- Papers will be published on the City of Bradford Metropolitan District Council website *Insert webpage*.

## **16. Legal Status**

The Town Deal Board is not a legal entity. It is not the accountable body for any grant or funding regime.

These Terms of Reference shall constitute the formal Constitution of the Town Deal Board.

The Town Deal Board will serve as an advisory function to City of Bradford Metropolitan District Council.

## **17. Freedom of Information Act**

The Freedom of Information Act gives everyone the right to access information that is held by public authorities. City of Bradford Metropolitan District Council will respond to any Freedom of Information requests in relation to the Town Deal Board. The Board will cooperate with any such requests.

## **18. PR and Media Protocol**

Press and media enquiries shall be referred to the Chair and the Council before any official statement is made by individual members of the Town Deal Board.

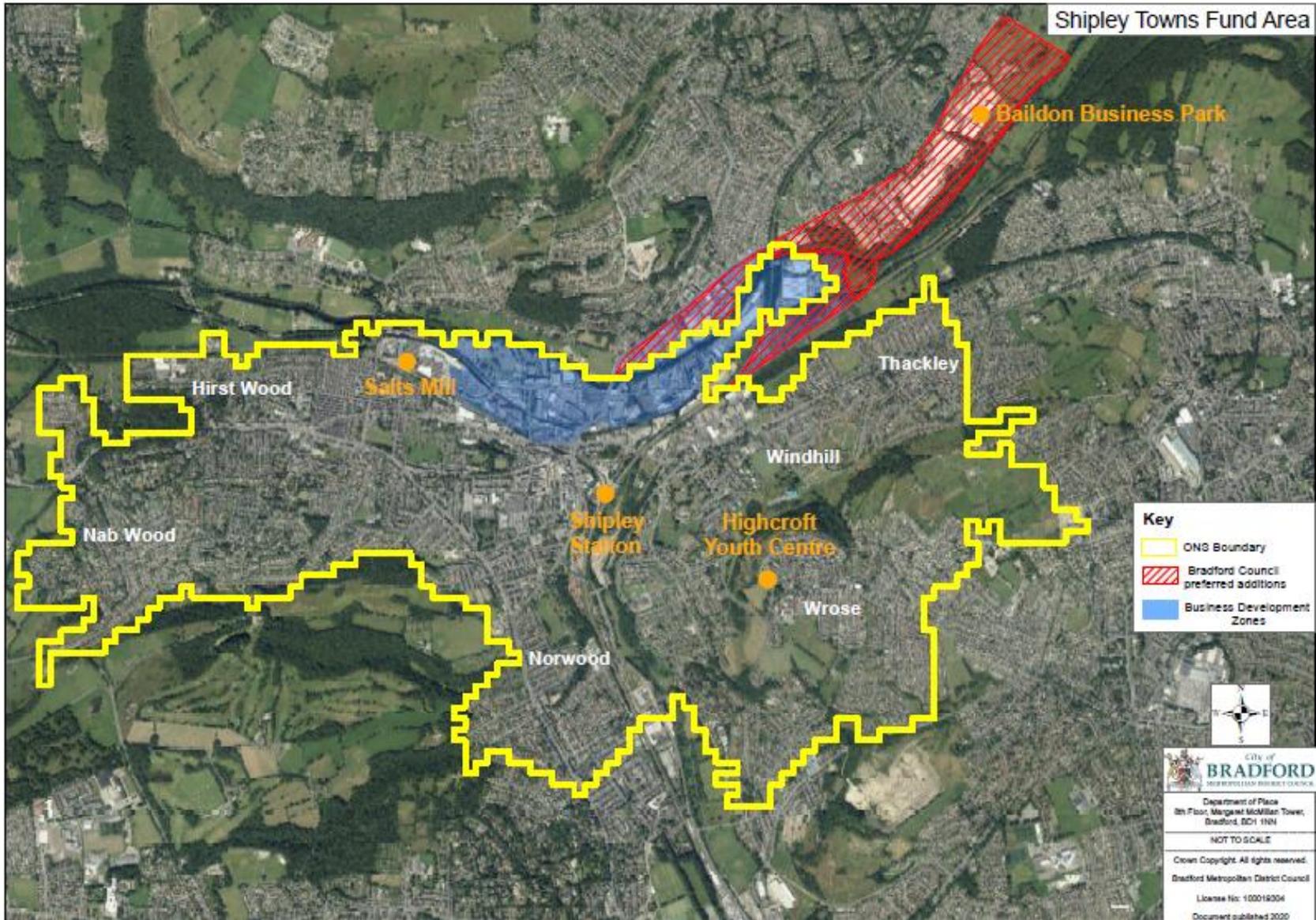
## **19. Updating the Terms of Reference**

The Government may publish further guidance on the operation and function of Town Deal Boards and these Terms of Reference must be reviewed in accordance with any such guidance.

The Terms of Reference of the Board may be amended by the Board at any meeting subject to a majority vote. 14 days' notice must be given of any proposed changes to the Terms.

## **20. Geography**

The Towns Fund Programme will cover the area outlined in the map below and any revisions agreed with the Government.



## APPENDIX 1: Membership of the Shipley Town Deal Board

Name	Organisation / Role
Adam Clerkin	Chair
Philip Davies MP	Member of Parliament
Cllr. Alex Ross-Shaw	Bradford Council
Cllr Mike Connors	Shipley Town Council
Nav Chohan (Principal)	Shipley College Principal
Rebecca Greenwood	West Yorkshire Local Enterprise Partnership (LEP)
Adrienne Reid	Incommunities
Dr Soo Nevison	CABAD (Community Action Bradford and District)
Business Representatives	
Adam Clerkin	Carnaud Metal Box
Dom Pix	TecNair
David Priestley James Skirrow	Carter Towler
Barry Cooper	Perkins Jewellers
Vacant	
Community/voluntary sector representatives	
Paul Barrett	Kirkgate Community Centre

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# **Keighley**

## **Town Deal Board**

### **Terms of Reference**

DRAFT

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3. Standards of Behaviour and Conduct.....

4. Membership.....

5. Chair and Deputy Chair Term and Responsibilities.....

6. Attendance at Meetings.....

7. Appointment of Substitutes.....

8. Meeting Procedures.....

9. Quorum.....

10. Sub Groups.....

11. Declaration of Interest.....

12. Decision Making and Voting.....

13. Accountable Body Arrangements.....

14. Procurement.....

15. Secretarial and Technical Support Arrangements.....

16. Legal Status.....

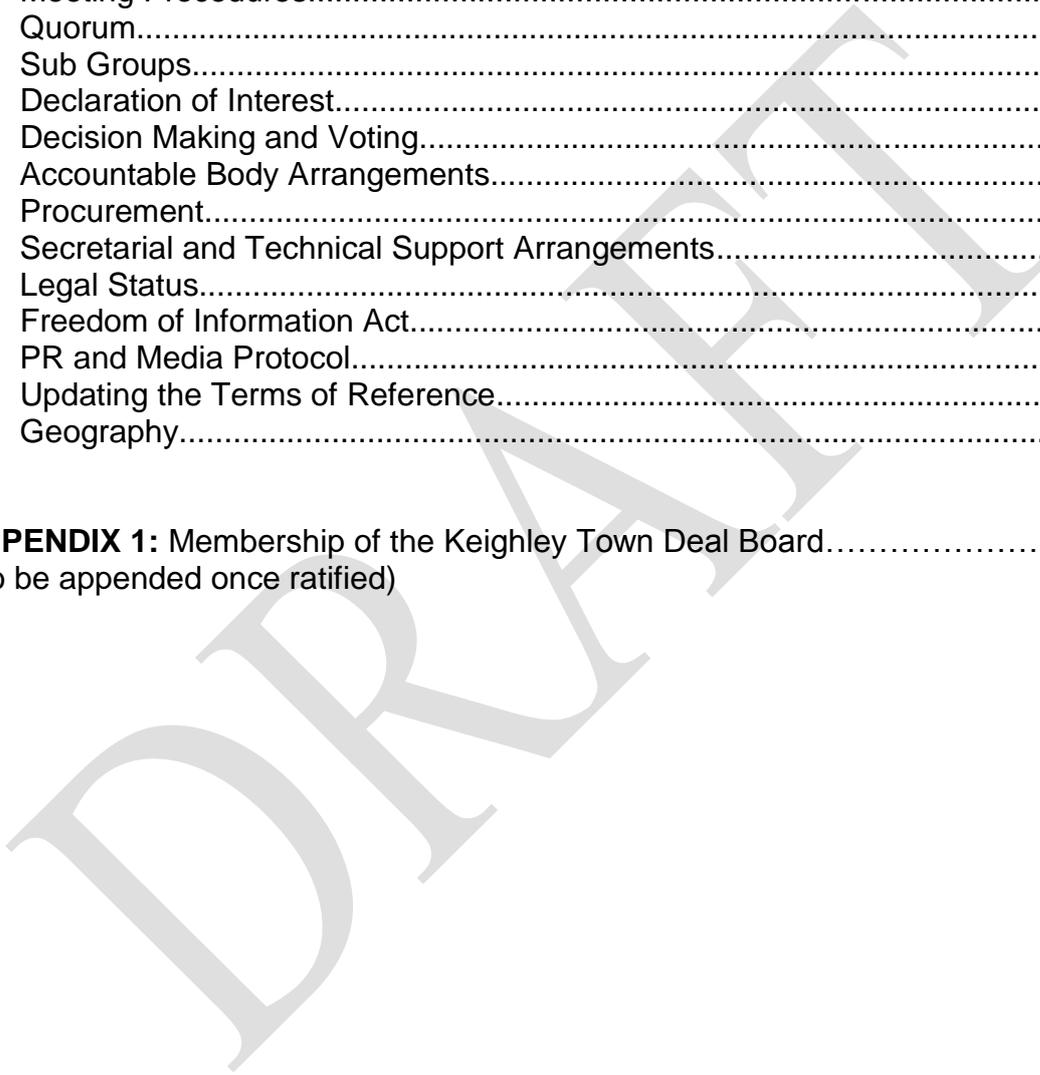
17. Freedom of Information Act.....

18. PR and Media Protocol.....

19. Updating the Terms of Reference.....

20. Geography.....

**APPENDIX 1: Membership of the Keighley Town Deal Board.....**  
(To be appended once ratified)



## 1. Purpose and Role of the Town Deal Board

The Keighley Town Deal Board brings together the private, public and community sectors to provide strategic leadership to develop and deliver an Investment Plan and schedule of interventions to secure government funding, and which sets out a clear understanding of the area, focusing on its assets, opportunities and challenges.

The Town Deal Board will be the vehicle through which the vision and strategy for the town is defined. It will produce a Town Investment Plan and inform the Town Deal, including the amount of investment secured through the Towns Fund.

The Keighley Town Deal Board is responsible for developing a Town Investment Plan that sets out a clear vision and strategy for the town and proposes suitable projects which align with the objectives of the Towns Fund. Plans should reflect local priorities and be co-designed with local businesses and communities.

The overarching aim of the Towns Fund is to drive the sustainable economic regeneration of towns to deliver long term economic and productivity growth. This will be done through:

### **Urban regeneration**

Ensuring towns are thriving places for people to live and work, including by:

- Increasing density in town centres;
- Strengthening local economic assets including local cultural assets;
- Site acquisition, preparation, remediation, and/or development; and
- Making full use of planning tools to bring strategic direction and change.

### **Skills and enterprise infrastructure**

- Driving private sector investment and small business development; and
- Ensuring towns have the space to support skills and small business development.

### **Connectivity**

- Developing local transport schemes that complement regional and national networks; and
- Supporting the delivery of improved digital connectivity.

The Town Deal Board will sign off each stage of a Town Investment Plan and Town Deal. The Board is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles – See section 3)
- Developing and agreeing an evidence-based Town Investment Plan
- Establishing a clear programme of interventions
- Embedding arrangements in local plans (where appropriate) and undertaking Environmental Impact Assessments and fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.
- Coordinating resources and engaging stakeholders
- Ensuring communities' voices are involved in shaping design and decision making at each phase of development

- Ensuring diversity in its engagement with local communities and businesses
- Helping develop detailed business cases
- Overseeing each step of agreeing a Town Deal, and overseeing compliance with the Heads of Terms Agreement with government

The Board shall undertake its duties and responsibilities in line with the requirements of the [Towns Fund Prospectus](#) (November 2019) [Towns Fund Guidance](#) (June 2020) and any subsequent guidance that may be issued.

## 2. Roles & Responsibilities of Participants

The main role of all the participants of the Town Deal Board is to play an active part in the development of the Town Investment Plan; providing a valuable contribution bringing ideas, knowledge and expertise to the process.

Participants are required to adhere to these Terms of Reference.

The Town Deal Board will sign off each stage of a Town Investment Plan and Town Deal. The Board is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing and agreeing an evidence-based Town Investment Plan
- Establishing a clear programme of interventions
- Embedding arrangements in local plans (where appropriate) and undertaking Environmental Impact Assessments and fulfilling duties on public authorities under the Equalities Act, in particular, and the public sector equality duty.
- Coordinating resources and engaging stakeholders
- Ensuring communities' voices are involved in shaping design and decision making at each phase of development
- Ensuring diversity in its engagement with local communities and businesses
- Helping develop detailed business cases
- Overseeing each step of agreeing a Town Deal, and overseeing compliance with the Heads of Terms Agreement with government

## 3. Standards of Behaviour and Conduct

Through the Town Deal, the Town Deal Board will be responsible for oversight of a significant amount of public funding. As such, members of the Town Deal Board should fulfil their role as public-private partnerships whilst ensuring robust stewardship of public resources.

Members of the Town Deal Board and those supporting the activities of the Town Deal should adhere to the Seven Principles of Public Life (the Nolan Principles). The Lead Council will be responsible for ensuring that all Town Deal Board members understand these principles and how they apply:

**1. Selflessness** - Board Members should act solely in terms of the public interest.

**2. Integrity** - Board Members must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material

benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

**3. Objectivity** - Board Members must act and take decisions impartially, fairly and on merit, using the best evidence and without any form of discrimination or bias.

**4. Accountability** - Board Members are accountable to the best interests of Keighley and the principle objectives of the Board.

**5. Openness** - The Board must act and take decisions in an open and transparent manner.

**6. Honesty** - Board Members should act with honesty, objectivity and integrity.

**7. Leadership** - Board Members should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

The Board will align itself with the governance standards and policies of City of Bradford Metropolitan District Council as Lead Council, including those policies on [Whistleblowing](#) and [Complaints](#).

#### **4. Membership**

Participation is by invitation only from City of Bradford Metropolitan District Council in consultation with the Chair.

The Town Deal Board's membership should reflect the diversity of the town and surrounding area. The Towns Fund Prospectus stated that membership of Town Deal Boards should comprise:

- A private sector chair
- All tiers of local government for the geography of the town
- The MP(s) representing the town
- The Local Enterprise Partnership
- Local businesses and investors
- Community/local voluntary community sector representatives
- Other relevant local organisations, such as FE colleges or Clinical Commissioning Groups.

The Town Deal Board may call on professional advice and support if deemed necessary. This will include external consultants to support the development of the Town Deal Investment Plan. Any such advisors may be invited to attend all or part of any meeting as and when appropriate as observers and shall be entitled to speak at the meeting with the prior permission of the Chair but shall not be entitled to vote.

The participants identified may change over time at the discretion of the Chair in agreement with the CBMDC Board Representative. Participants can be removed from the Town Deal Board if they do not adhere to the Terms of Reference.

A Board Member shall cease to be a member of the Keighley Town Deal Board in the following circumstances;

- Such Board Member gives written notice to the Chair of their notice of resignation;

- Such Board Member's death;
- Such Board Member's bankruptcy making of any arrangement or composition with their creditors, or liquidation, or in the case of an organisation, winding up, liquidation, dissolution or administration or anything analogous to any of the foregoing occurring in relation to a Member in any jurisdiction;
- Such Board Member is removed from membership by a resolution of the Board that it is in the best interests of the Board that the membership is terminated.

The Membership of the Keighley Town Deal Board can be found in **Appendix 1**. (To be appended once ratified)

## **5. Chair and Deputy Chair Term and Responsibilities**

The role of the Town Deal Board Chair is to:

- Uphold the Seven Principles of Public Life (the Nolan Principles)
- Lead the Board in achieving its objectives, maintaining an overview of activity, and championing and supporting partnership working
- Ensure that decisions are made by the Board in accordance with good governance principles
- Sign the Head of Terms Agreement with government

The Board shall appoint a Chair and Deputy Chair who will serve for a period of 12 months before re-election. In the absence of the Chair, the Deputy Chair will assume the responsibilities of the Chair.

## **6. Attendance at Meetings**

Members will endeavour to attend all meetings of the Town Deal Board, however if they are unable to attend any meeting then they should submit their apologies in advance of the meeting. As flexibility and continuity is essential to partnership working, each Member may identify a named substitute who may attend on their behalf when necessary.

## **7. Appointment of Substitutes**

All Board members should appoint a named substitute to the Board. The substitute will be a representative of the same organisation. The named substitute will be the only person to attend in the absence of the Board member.

## **8. Meeting Procedures**

The Town Deal Board will be closed to the public and press unless specifically invited. Designated observers will be permitted to attend with the agreement of the Chair. Observers will not be allowed to comment or address the Town Deal Board unless asked to do so by the Chair. The Economy and Development Service should be informed of any persons attending the meeting to observe in advance.

Any contact from members of the public in relation to the Town Deal Board will be managed by the Economy and Development Service.

An extraordinary meeting can be called at no less than 14 days notice if a majority of Board Members agree.

## **9. Quorum**

Any six members of the Town Deal Board including the Chair (or Deputy Chair), the CBMDC Board Representative (or their nominated substitute) and two business representatives shall constitute a quorum for the meeting of the Town Deal Board.

## **10. Sub Groups**

Occasionally a Sub Group of the Keighley Town Deal Board may need to be established to expedite a particular matter, which requires focussed activity or where a more specialist membership is required. These would normally have a specific remit and period of operation to oversee or undertake a specific task, reporting directly to the Town Deal Board. The Town Deal Board will set out the terms and remit of any Sub Group. Membership of the sub group would be decided by the Board.

## **11. Declaration of Interest**

Each member of the Town Deal Board is required to declare any personal, prejudicial or disclosable pecuniary interest (direct or indirect) in any agenda items. Where an interest is prejudicial or is otherwise a disclosable pecuniary interest the member shall take no part in the discussion or decision making about that item. All such declarations must be included in the minutes of the meeting.

Board Members shall duly sign and return the Keighley Town Deal Boards Declaration of Interests on an annual basis. A register of interest will be maintained by the Council.

The Council will provide guidance on the pecuniary and non-pecuniary interests individuals must declare, outline the process that Board members must follow for declaring interests and explain the process for requesting an exemption.

## **12. Decision Making and Voting**

Where a decision is required the Board shall try to reach a consensus view. Where this is not possible there will be a vote.

Each Member shall have one vote. Voting shall be by a show of hands of Board members and shall be by simple majority.

In the case of equality of voting, the Chair shall have a second or casting vote.

### **13. Accountable Body Arrangements**

City of Bradford Metropolitan District Council (acting as Lead Council and Accountable Body) is responsible for:

- Upholding the Seven Principles of Public Life (the Nolan Principles)
- Developing a delivery team, delivery arrangements and agreements
- Ensuring that decisions are made by the board in accordance with good governance principles
- Ensuring transparency requirements are met – through publication of information on their website or a Town Deal specific website (where further reference is made in this guidance to publication on a Lead Council's website this includes Town Deal specific websites)
- Developing agreed projects in detail and undertaking any necessary feasibility studies
- Undertaking any required Environmental Impact Assessments or Public Sector Equalities Duties
- Helping develop detailed business cases
- Liaising with potential private investors in identified local projects and schemes
- Signing the Head of Terms Agreement with government
- Monitoring and evaluating the delivery of individual Towns Fund projects
- Submitting regular monitoring reports to Towns Hub
- Receiving and accounting for the Town's funding allocation

City of Bradford Metropolitan District Council remains the accountable body for all monies received through capacity funding and any other funding that will be allocated from the Towns Fund.

### **14. Procurement**

The procurement policies of the Council will apply. Any delivery partners will be identified using the procurement policies of the Council and contracts published in accordance with the Council's policies and procedures.

### **15. Secretarial and Technical Support Arrangements**

Secretarial support will be provided by the Economy and Development Service of City of Bradford Metropolitan District Council. This will involve organising meetings, preparing and circulating agendas and producing minutes:

- Agendas and accompanying papers shall be published at least 5 clear working days in advance of a meeting and sent to all members of the Board.
- Draft minutes shall be published within 10 clear working days of the Board meeting. Minutes shall remain draft until formally approved by the relevant meeting Chair.

- Final minutes shall be published once approved by the Chair, within 10 clear working days.
- Papers will be published on the City of Bradford Metropolitan District Council website *Insert webpage*.

## **16. Legal Status**

The Town Deal Board is not a legal entity. It is not the accountable body for any grant or funding regime.

These Terms of Reference shall constitute the formal Constitution of the Town Deal Board.

The Town Deal Board will serve as an advisory function to City of Bradford Metropolitan District Council.

## **17. Freedom of Information Act**

The Freedom of Information Act gives everyone the right to access information that is held by public authorities. City of Bradford Metropolitan District Council will respond to any Freedom of Information requests in relation to the Town Deal Board. The Board will cooperate with any such requests.

## **18. PR and Media Protocol**

Press and media enquiries shall be referred to the Chair and the Council before any official statement is made by individual members of the Town Deal Board.

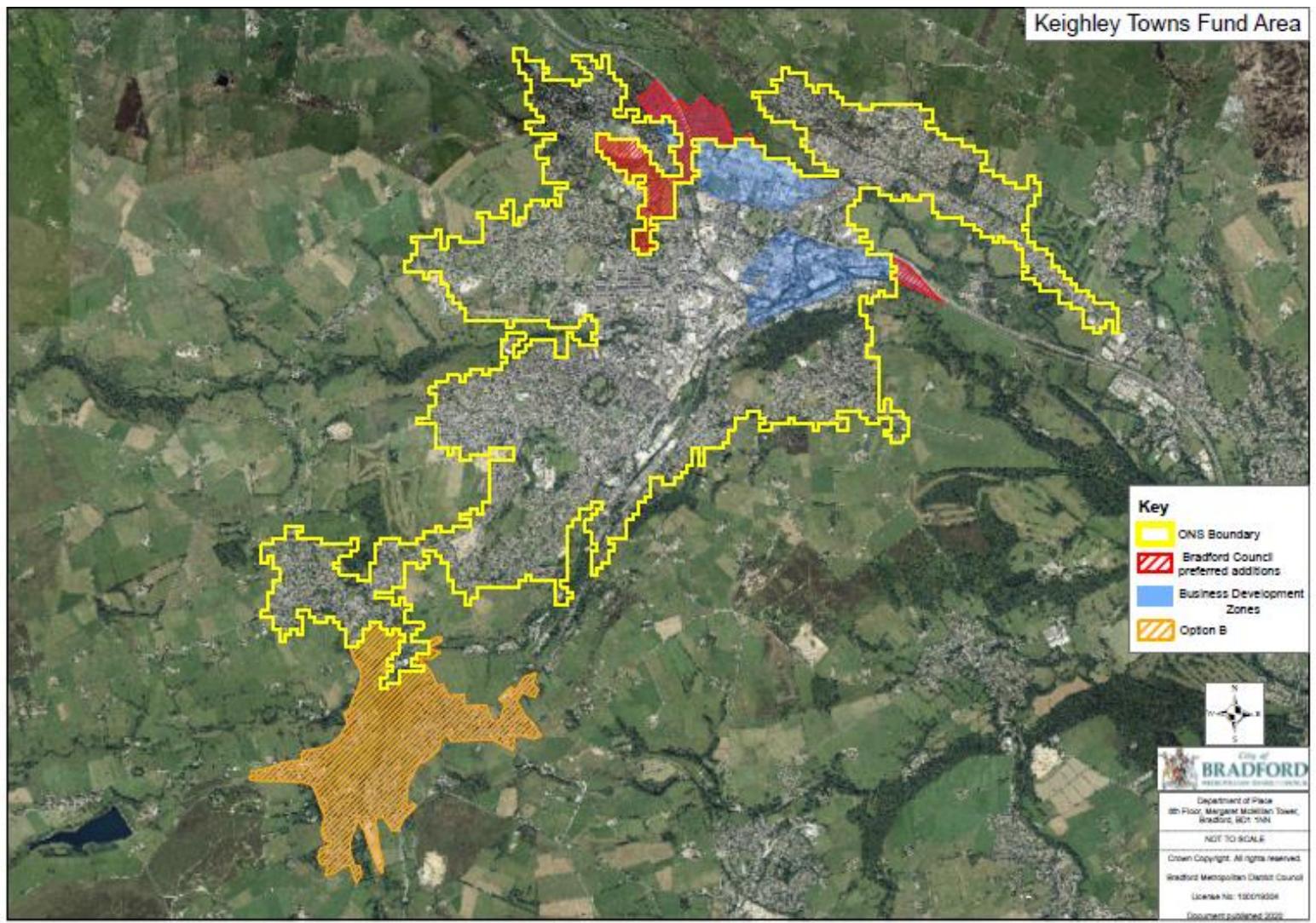
## **19. Updating the Terms of Reference**

The Government may publish further guidance on the operation and function of Town Deal Boards and these Terms of Reference must be reviewed in accordance with any such guidance.

The Terms of Reference of the Board may be amended by the Board at any meeting subject to a majority vote. 14 days' notice must be given of any proposed changes to the Terms.

## **20. Geography**

The Towns Fund Programme will cover the area outlined in the map below and any revisions agreed with the Government.



## APPENDIX 1: Membership of the Keighley Town Deal Board

<b>Name</b>	<b>Organisation / Role</b>
Ian Hayfield	Chair
Robbie Moore MP	Member of Parliament
Cllr. Alex Ross-Shaw	Bradford Council
Peter Corkindale	Keighley Town Council
Judith Furlonger	West Yorkshire Local Enterprise Partnership (LEP)
Steve Kelly (Deputy Chair)	Keighley College (Principal)
Adrienne Reid	In-Communities
Paul Howard	Keighley BID
Dr Soo Nevison	CABAD Community Action Bradford and District
<b>Business representatives</b>	
Ian Hayfield	Hayfield Robinson
Mark Elders	Legend Communications Limited
Steve Seymour	Airedale Shopping Centre
Vacant	
Vacant	
<b>Community/voluntary sector representatives</b>	
Wendy Spencer	Airedale Enterprise Services
Georgina Webster	Keighley Creative
Naz Kazmi	KAWACC

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## APPENDIX 4 – BOARD COMPOSITION

### Membership of the Shipley Town Deal Board – Voting Members

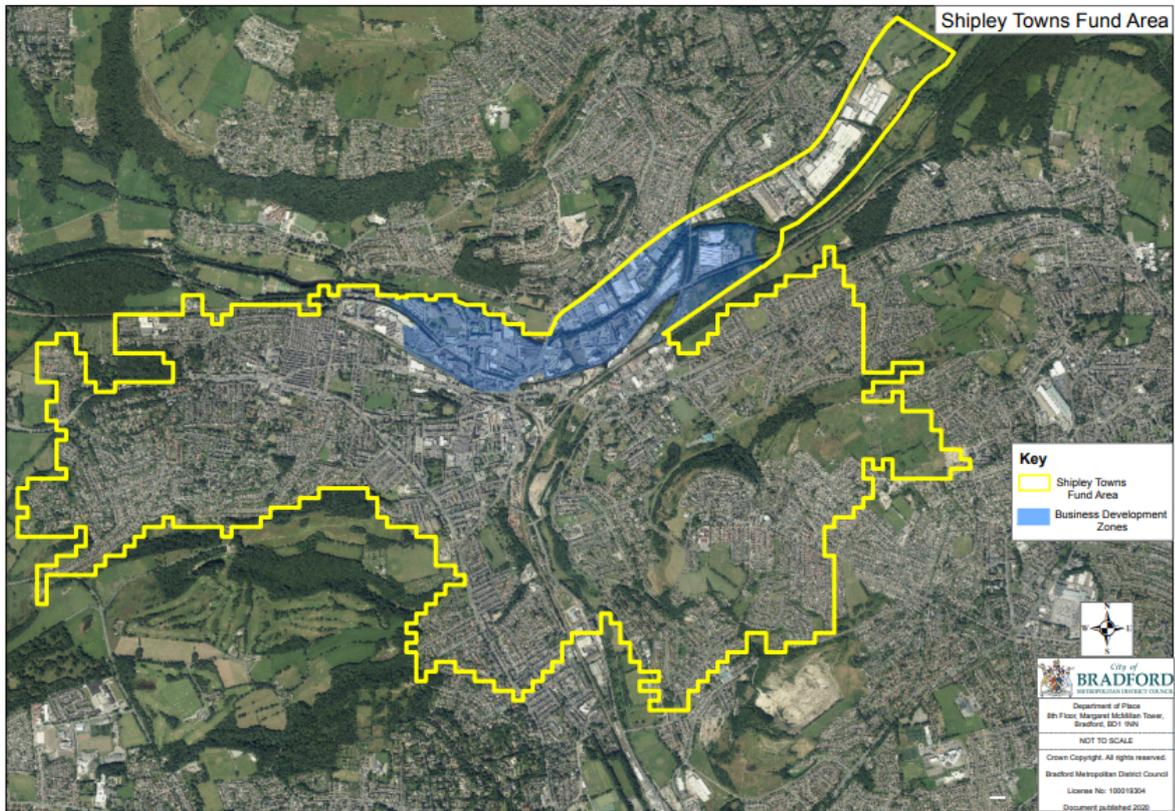
Name	Organisation / Role
Adam Clerkin	Chair, Carnaud Metal Box
Philip Davies MP	Member of Parliament
Cllr. Alex Ross-Shaw	Bradford Council
Cllr Mike Connors	Shipley Town Council
Nav Chohan (Principal)	Shipley College Principal
Rebecca Greenwood	West Yorkshire Local Enterprise Partnership (LEP)
Adrienne Reid	Incommunities
Dr Soo Nevison	CABAD (Community Action Bradford and District)
<b>Business Representatives</b>	
Mr Aslam	The Aagrah
Barry Cooper	Perkins Jewellers
Dom Pix	TecNair
James Skirrow	Carter Towler
David Tindall	Talk Straight
<b>Voluntary / Community Sector representatives</b>	
Joy Hart	Hive, formerly Kirkgate Studios and Workshop

### Membership of the Keighley Town Deal Board – Voting Members

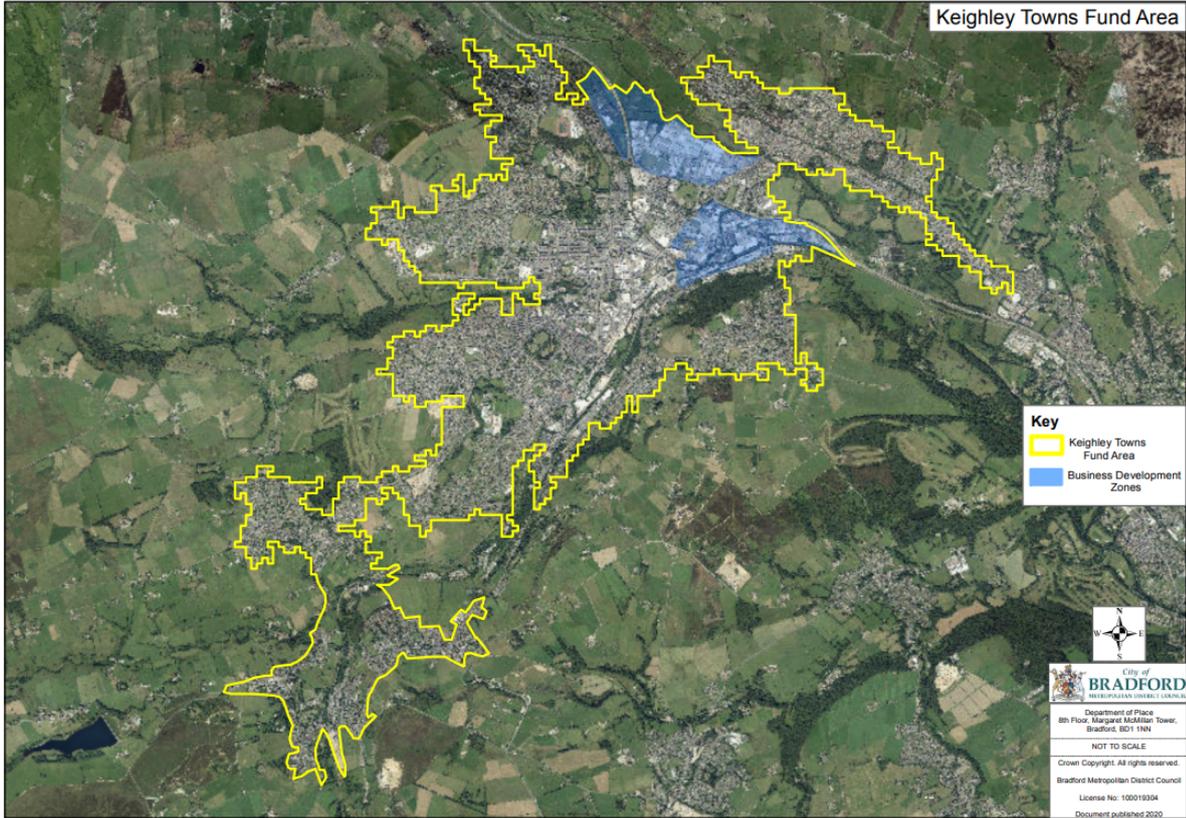
Name	Organisation / Role
Ian Hayfield	Chair, Hayfield Robinson
Robbie Moore MP	Member of Parliament
Cllr. Alex Ross-Shaw	Bradford Council
Peter Corkindale	Keighley Town Council
Judith Furlonger	West Yorkshire Local Enterprise Partnership (LEP)
Steve Kelly (Deputy Chair)	Keighley College (Principal)
Adrienne Reid	In-Communities
Paul Howard	Keighley BID
Dr Soo Nevison	CABAD Community Action Bradford and District
<b>Business representatives</b>	
Mark Elders	Legend Communications Limited
Steve Seymour	Airedale Shopping Centre
Liz Barker	Worth Valley Mag
Vacant	Board is pursuing a replacement
<b>Community/voluntary sector representatives</b>	
Georgina Webster	Keighley Creative
Naz Kazmi	KAWACC

# APPENDIX 5 – TOWN DEAL BOUNDARY

## Shipley



# Keighley





Scheme	Cost	Commentary	Accelerated Category	Intervention Framework Criteria
<b>CCTV – replacement</b>	£83,000	Replacement of 15 cameras within the main shopping area and 8 outside the main shopping areas which are beyond economical repair (with exception to the new one on Town Hall Square). Install 2 extra cameras on Low Street and a video link into the Airedale Centre.	Improvements to high streets and town centres, including repurposing empty properties	Urban Regeneration Planning and Land use Enterprise Infrastructure
<b>Improvements to parks</b>	£220,500	<p>1. <b>Cliffe Castle and Devonshire Parks</b> (combined) to create activity routes, trails and outdoor informal fitness and play opportunities to bring additionally to the existing offer - linking the two parks together with measured health miles, jogging trails, tree walks and to install outdoor gym equipment and remodel the MUGA with art installation to encourage wider informal sports and activity activities, together with improved signage to signpost and engage both the local residents and the Destination visitors in getting healthy, active and fit together.</p> <p>2. <b>Victoria Park</b> to create improved fitness and activity opportunities together with additional pollution reducing and community planting to encourage higher local and adjacent Leisure centre visitor footfall into the park to get fit and active outdoors. – healthy walking and jogging routes with signage, installation of outdoor gym equipment together with refurbishing the MUGA with art installation to encourage wider informal sports and activities usage.</p>	Improvements to or new parks, green spaces and sustainable transport link	Arts Culture and Heritage

		<p>3. <b>Surrey Street BD21 4AX</b> Neighbourhood Play and Activity and Community Space – bring additionally to the existing investment already agreed for the small fixed traditional doorstep play facility to include additional community space and planting on the adjacent greenspace to improve connectivity and allow the immediate residents to be active and playful with a safe space to congregate outdoors in a residential area with little private outdoor residential space targeting health outcomes identified to be improved in the area.</p>		
		<p>4. <b>Thwaites Brow BD21 4TF</b> Neighbourhood Play and Sports Space – currently 5 a side grassed pitch area with informal play in surrounding quarry area – bring additionality to the existing investment already agreed and identified for the play offer by repurposing the sports offer to a community gathering and sports area with rocks, orchard planting, seating together with additional play activity equipment.</p>		
		<p>5. <b>Lund Park</b> -to create an activity route around the park to encourage and engage existing users and surrounding residents to get fit and active with a measured trail for adults with children’s activities included, together with signage at each entrance to attract existing users and the currently disengaged to use the park itself</p>		
<b>Parklets</b>	£36,050	Parklet would serve to extend the space outside a restaurant / pub to be used as external sitting area.	Improvements to high streets and town centres, including repurposing empty properties	Enterprise Infrastructure

<b>Keighley Worth Valley Railway</b>	£86,000	<p>Capital Investment to KWVR comprising the following options:</p> <ol style="list-style-type: none"> <li>1. Level Crossing Gates – safety requirement £11,000</li> <li>2. Purchase of catering equipment (trolleys) to enable improved ‘on-board’ dining service. £10,000</li> <li>3. Keighley - Gents station lavatories - Capital investment / replacement of gent’s lavatories. £10,000 contribution to complete the refurbishment which ceased due to Covid and lack of revenue income to fund completion. Constitutes complete rebuild of modern facilities in heritage style and disabled facilities.</li> <li>4. Reconditioning of BSK coach - KWVR are in the process of buying a new coach which will provide improved accommodation in terms of disabled access and will allow passengers to access the rest of the train including the buffet car and ‘on-board’ dining service referenced above. Renovation costs ~£30,000 by a local contractor. Improve service potential.</li> <li>5. Ladies station lavatories – Capital investment / replacement of ladies lavatories. Details as item 3. £25,000</li> </ol>	Improvements to or new parks, green spaces and sustainable transport link	Local Transport  Enterprise Infrastructure

<b>Purchase of additional capital equipment for Manufacturing Industrial Centre Excellence.</b>	£123,000	<p>Purchase of capital equipment to support engineering/manufacturing apprenticeships – a vital local sector; increasing capacity to new / improved skills facilities and responding to local skills need.</p> <p>2 x Lathes £12,000  2 x Bench drills £3,000  Virtual Reality Welding £36,000  Small Bench Top CMM+PC £24,000  1 optical Projector £6,000  1 Bench top 5 axis CNC machine £12,000  1 Bench Top CNC Machining System £30,000</p>	Does not fit neatly into any of the 3 criteria	Skills Infrastructure
<b>Real Time Bus Information - in 11 bus shelters</b>	£96,250	Upgrades to 11 bus shelters to support bus usage through real-time travel information for the public.	Improvements to or new parks, green spaces and sustainable transport link	Local Transport
<b>Postman's Walk</b>	£90,000	Postman's walk provides connectivity linking the town centre with suburban areas to the west of the town through an off road footpath. The pocket park offers the opportunity to create a seating area to provide relaxation space for customers and staff. It is the only riverside green space in the area and offers great potential for improving the local environment.	Improvements to or new parks, green spaces and sustainable transport link	Arts Culture and Heritage
<b>Community Garden Devonshire Street</b>	£15,200	Proposal by Project 6 for a community garden with seating area, raised beds and planting. Scheme concept design in place. No funds identified. Shovel ready. Confirmation of deliverability by year end and State Aid Declaration awaited.	Improvements to or new parks, green spaces and sustainable transport link	Arts Culture and Heritage
<b>Total</b>	<b>£750,000</b>			

Scheme	Cost	Commentary	Accelerated Category	Intervention Framework Criteria
<b>To create a new path/cycle route north of the River Aire, east of Saltaire</b>	£72,000	<p>To provide more routes from and to Saltaire World Heritage Site and surrounding countryside, linking existing routes and attractions, to encourage people to stay longer in the area in all seasons, and use active/sustainable travel methods.</p> <p>There is a need for new active travel options for walking and cycling in the area. The River Aire is an ideal location for a new informal path/cycle route. It will link Shipley and Baildon to Saltaire, providing a new route away from roads and will link to a sculpture trail to the south of the River Aire, linked to the Leeds and Liverpool Canal. This path will assist people from outside the area to travel by train or park and walk to reach Saltaire World Heritage Site and the wider rural attractions of Shipley Glen Tramway, Brackenhall Countryside Centre, pub, cafes and Bed &amp; Breakfasts. Our recent NGI Visitor Survey 2019 evidences need to improve walking routes.</p>	Improvements to or new parks, green spaces and sustainable transport link	Local Transport
<b>Capital investment to parks</b>	£155,000	<p>1. <b>Windy Hill Recreation Ground BD18 2PQ</b> – Neighbourhood Play, Sport and Community Orchard/ Nuttery – currently traditional play area which is already agreed and identified for refurbishment, this project will provide additional fitness and activity facilities through the provision of outdoor gym equipment and walking/ jogging routes with signage together with tree planting for a community orchard and nuttery on the large expanse of grassed hillside surrounding the play area to make the space more amenable and resident friendly to increase footfall and health outcomes in area which is currently experiencing high degrees of anti-social behaviour.</p>	Improvements to or new parks, green spaces and sustainable transport link	Arts Culture and Heritage

		<p>2. <b>Crowgill Park Shipley BD18 3SN</b> – Town Centre Provision of Outdoor Gym to supplement current bowls and skate park offer.</p> <p>3. <b>Otley Road Playing Fields BD18 2AB</b> - Tree planting for carbon sequestration on recreation ground to improve existing biodiversity and amenity offer</p> <p>4. <b>Hirstwood Recreation Ground BD18 4NX Provide</b> nature trail and outdoor gym to offer additionally to existing playable offer to encourage and engage wider community usage</p> <p>5. <b>Northcliffe Park BD18 3DE</b> Fitness and outdoor gym equipment and repurpose one of the existing tennis courts to a Multi-use Games Area(MUGA) with an arts installation to increase footfall and to improve the existing fitness and activity offer.</p>		
<b>Saltaire World Heritage Site footpaths</b>	£246,483	Renewal / replacement of pavement using heritage materials including fans/kerb restoration, a shovel ready project on Victoria Road / Saltaire Road.	Improvements to high streets and town centres, including repurposing empty properties	Arts Culture and Heritage
<b>Market Square – bus gate</b>	£40,000	Proposed scheme would redirect buses on Westgate and put a bus gate on Market Square East. Easing traffic flow and improved safety in trading area would be a benefit.	Improvements to high streets and town centres, including repurposing empty properties	Local Transport
<b>CCTV - replacement</b>	£54,000	Replacement of 8 cameras, which are beyond economical repair within the main shopping areas and a further 8 outside the shopping area. Shipley shopwatch are looking at the possibility of a further 2 cameras to cover areas within the town centre not currently covered.	Improvements to high streets and town centres, including repurposing empty	Urban Regeneration Planning and Land use

			properties	Enterprise Infrastructure
<b>Parklets</b>	£28,000	Parklet would serve to extend the space outside a restaurant / pub to be used as external sitting area.	Improvements to high streets and town centres, including repurposing empty properties	Enterprise Infrastructure
<b>Capital works / refurbishment of Victoria Hall.</b>	£85,767	Victoria Hall is a key heritage asset in Saltaire. It offers function facilities including wedding receptions and has been significantly affected by reduced revenue in light of Covid-19.	Improvements to high streets and town centres, including repurposing empty properties	Enterprise Infrastructure
		<p>Works required include:</p> <p>Roof Works £31,075</p> <p>Masonry repairs and repointing £19,888</p> <p>Renew macerator in accessible WC £2,486</p> <p>New LED lighting £19,888 (improve the energy efficiency + enhance the scope of activities)</p> <p>AV and stage enhancement £12,430 (enhance the scope of activities)</p> <p>Other works required to internal decorations will be funded from Salt Foundation’s cash reserves.</p>		Arts Culture and Heritage
<b>Improvements to public realm</b>	£25,000	Bridleway – improve walking links to local school and other green spaces and approaching Shipley centre. The project will complement and improve connectivity through the Big Plant area.	Improvements to or new parks, green spaces and sustainable transport link	Arts Culture and Heritage

<b>Real Time Bus Information</b> - in 5 bus shelters	£43,750	Upgrades to 5 bus shelters to support bus usage through real-time travel information for the public.	Improvements to or new parks, green spaces and sustainable transport link	Local Transport
<b>Total</b>	<b>£750,000</b>			

## Report of the Leader to the Executive Committee to be held on 5<sup>th</sup> January 2021

**CX**

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### **Subject:**

An update on Bradford Metropolitan District Council's Preparations for Brexit.

### **Summary statement:**

The paper provides an update on District wide preparations for Brexit including a no deal Brexit.

The Brexit transition period ends on 31 December 2020. From 1 January, the UK will no longer be part of the EU single market, customs union or any trade deals negotiated by the EU. Negotiations continue on a new trade deal, but, regardless of whether or not we leave the EU with a trade deal, substantial changes affecting all sectors of society will occur from 1 January as a result of leaving the EU.

Since the referendum in 2016, officers across Bradford Council have been monitoring the evolving situation around Brexit and working on our preparations. This paper outlines our current work on the impact in advance of the end of the transition period.

The current policy environment around Brexit is fast-paced and subject to change between the time this paper is published and the Executive meeting. If necessary, the verbal update provided at the Executive meeting will outline any significant changes that have occurred.

This report has not been included on the published forward plan as an issue for consideration until now as there is still ongoing uncertainty around the final outcome of the Brexit negotiations this close to the end of the transition period and Executive require a timely update on events. As it is impractical to defer the decision until it has been included in the published Forward Plan the report is submitted in accordance with paragraph 10 of the Executive Procedure Rules set out in the Council's Constitution.

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Joanne Hyde

Strategic Director Corporate Resources

Report Contact: Phil Witcherley

Phone: (01274) 431241

E-mail: [phil.witcherely@bradford.gov.uk](mailto:phil.witcherely@bradford.gov.uk)

**Portfolio: Leader**

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

Report Contact: Kevin Brain

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## 1. Summary

1.1 The UK is currently under the transition period following its exit from the European Union. This transition period ends at 11pm GMT on 31 December 2020. From the 1 January 2021, the UK will cease to be part of the EU single market, customs union and all trade deals negotiated by the EU.

1.2 Nationally, the Government has been preparing for the end of the transition period by:

- Attempting to negotiate a new trade deal with the EU. At the time of this report being written, the outcome of these talks remains uncertain; whatever the outcome, substantial changes will occur as a result of leaving the EU and will affect all sectors of society.
- Introducing a new border control system to be phased in in three stages from 1 January 2021.
- Introducing new legislation, such as the Internal Market Bill, and introducing a new immigration system from 1 January. EU residents in the UK have until the end of June 2021 to achieve settled status.
- Launching a new national public information campaign. This campaign has been accelerated over the past month, with a particular focus on business preparations under the strap line "Time is Running Out".
- Working directly with businesses to encourage preparations for the end of transition including: running a series of preparation webinars, sector specific preparation workshops and consultations, and directly writing to businesses to raise awareness and provide guidance and advice. A programme of direct outreach and engagement with hauliers and haulage managers will run through to the end of March 2021.
- Working directly with public services. Sectors such as Health and Social Care, housing and education are all being targeted directly with advice and guidance. All NHS organisations have had to appoint Senior Responsible Officers for end of transition planning.
- At District level, Government is working through LRFs to co-ordinate and implement contingency planning around issues such as transport and protection of key supply chains and services.

- Focussing the EU Settlement Scheme (EUSS) on supporting vulnerable and marginalised groups.

### 1.3 At District level:

- We have been planning for Brexit since the referendum, including under the assumption of a no deal Brexit.
- In November and December, Directors and Assistant Directors ran business continuity checks for all council services, assessing risk to services against the following criteria:
  - Supply chains;
  - Workforce;
  - Legal/regulatory changes;
  - Customs and tariffs;
  - Finances;
  - Changes in service demand.
- Following Executive approval, we have spent the majority of the £210k (£194,500) allocated from Government for Brexit Preparations on VCS organisations engaged in providing EUSS support across the District. This has supported residents (particularly those from vulnerable communities) through the settled status process. The remainder of the funding has been used for communications activity around Brexit.
- Secured additional funding from the Home Office (HO) of £150,000 to further develop and extend our support for our EUSS eligible citizens who fall into the category of vulnerable groups.
- Continued to work with our partners across the public service, business and community sectors to co-ordinate and align Brexit preparations. This has included working directly with Health and Social Care colleagues, the LRF, local business organisations such as Chamber of Commerce, and with regional bodies such as WYCA. Through this work, we have communicated the “Bradford Beyond Brexit” messaging, underlying the fact that all people continue to be welcome in the district, and directed our EU citizens to advice and support.

- Continued to work directly with national Government and key departments such as the Home Office, Defra and BEIS.

1.4 Council services and partners have worked hard to identify and mitigate the risks that may occur as a result of Brexit. However, both the unfolding impact of Covid 19, and the inevitable changes leaving the EU will bring, means that assessment and preparations take place in a changing and uncertain context.

## **2.0 Latest National Picture**

2.1 From 1 January, the UK will no longer be part of the single market, customs union or any international trade treaties negotiated by the EU for its member states. At the time of writing, negotiations are still ongoing. In the absence of a negotiated deal, the UK will revert to trading with the EU on WTO terms. Regardless of any new trade deal, there are inevitable changes and consequences to EU exit which will be felt from the 1 January 2021.

- For businesses and services there will be new customs formalities, regulations, rules and controls. There will be new tariffs and duties affecting cross border trade, mobility and exchanges of both goods and services. There will be an end to mutual recognition across a wide variety of products and services. Rules on data protection, intellectual property, and inspection and regulatory regimes are all affected. EU laws that have been implemented as UK legislation will remain valid, but there will be freedom to change them to suit the UK's own requirements.
- For citizens there will be significant changes to cross border travel arrangements. UK citizens travelling to Europe will need to take into account changes relating to border checks, visa requirements, health insurance, pet passports, driving licences and roaming charges.

2.2 Nationally, the Government have stepped up preparations for the 1 January by:

- Establishing a new border control system, with new physical infrastructure and a new IT system. The new border control system will be phased in over 6 months to allow time for adjustment. However, the Government's Reasonable Worst Case Scenario (RWCS) warns of potential delays and congestion at borders if businesses do not prepare for the new border control system and if current inspection capacity proves inadequate.

- Introducing the UK Internal Market Bill which has now passed through Parliament and only requires House of Lords approval to become law. The Bill seeks to ensure that the UK internal market is free from any restrictions on trade and movement of goods and makes provision for Northern Ireland, which will require specific customs arrangements in consequence of its border with the Republic of Ireland.
- Launching a national Get Ready campaign and working directly through government departments such as HMRC, BEIS and DHSC with specific sectors and services – for example, businesses involved in import and export, health and social care organisations (NHS England has asked all NHS organisations to ensure they appoint SROs to plan for end of transition), and children’s services supporting children in care eligible for EUSS.
- Focussing EUSS support on the most vulnerable groups. £8 million was made available for VCS services and LAs to bid for. The Home Office is also working directly with children’s services to support applications for eligible EU LAC.
- Introducing a new points based immigration system from 1 January.

2.3 A number of national operational concerns remain and are well-rehearsed:

- Capacity to deal with the on-going pandemic is challenged by a no deal Brexit. Supply chains of medical supplies, collaborative research programmes and the availability of health and social care labour could all be affected.
- The new border control system and business preparations for this new system may not be optimal by 1 January 2021. There remain significant legal, regulatory and customs/tariff changes to be made. There could be significant disruption to the flow of goods, traffic congestion and consequent disruption to supply chains; this will not be confined to ports and staging areas, and could clearly impact across the District.
- Economic and social impacts of the pandemic are likely to be exacerbated by Brexit. Businesses already struggling to cope with the impact of the pandemic may not have the bandwidth to also focus on Brexit preparations. This is particularly likely to be the case in the SME sector. There is a nation-wide shortage of specialist customs advisers to help businesses prepare for the new trading and border arrangements. Overall, the economic and social impact of Brexit is forecast to reduce economic growth and further depress the economy.

Clearly, the breadth and depth of impact will vary by sector. The economic and social impacts will affect the poorest and most vulnerable hardest. For example, potential rises in food or energy prices will impact hardest on these groups.

- Combined impact on health and social care of rising Covid cases in winter, winter flu and Brexit will stretch local services beyond capacity. Nationally, this is being modelled in table top exercises and will be part of winter planning at District level. The DHSC is working directly with health providers to prepare for the impact of Covid-19, winter flu and Brexit. Hospitals have appointed SROs responsible for end of transition planning. This planning has been integrated with Covid planning. The LRF is leading on emergency planning for Brexit but has identified a lack of capacity among partners to simultaneously contingency plan for Brexit, Covid and Winter Flu.
- EUSS scheme needs much more developed support for vulnerable groups, of which Bradford has many. Further, given that nationally only 41% of applications secure pre settled status, this means that over the next 3-5 years approximately 1.5 million EU citizens will need to reapply to secure permanent settled status, should they wish to guarantee their rights to live and work in the UK indefinitely. Failure to reapply will mean they will be treated as a foreign national and their right to remain in the UK will be subject to immigration law at that time.
- Securing EUSS for eligible children in care remains the legal responsibility of local authorities but EUSS applications are very difficult and complex to process in some cases.
- Communications processes are fragmented and subject to constant update. Ensuring a shared understanding of risks and joined up approach to mitigating risks at local level is crucial.

### **3.0 What Bradford Council Has Done to Prepare**

#### **Overview**

3.1.1 We have been working on Brexit preparations in the District since the UK voted to leave in June 2016. In recent months, we have had an organisation wide review of Brexit preparations, risks and mitigations to ensure operational readiness for Brexit.

3.1.2 We have also integrated Brexit planning with corporate risk planning and winter planning processes. Emergency planning will support the Council and West Yorkshire

Resilience Forum in preparing for Brexit as part of winter preparedness planning. More broadly, responding to the longer term impact of Brexit on our economy and community will be incorporated into our wider Covid recovery strategy.

- 3.1.3 Whilst there are a number of mitigations in place to handle the likely risks, there are a number of areas where, organisationally, we lack the capacity to deal with the full implications of a no deal Brexit. In the event of no deal, legal and democratic services have identified that it has limited capacity to support other Council services with guidance on consequent legal and regulatory changes and environmental health have limited capacity to implement new customs and regulatory inspection processes if they are moved inland away from ports and terminals. This is a nationwide issue, connected to whether there is no deal or a deal is achieved.
- 3.1.4 We are working closely with colleagues in Health and Social Care services to ensure operational readiness. Planning in the health sector is being organised centrally and integrated with Covid and winter planning. CCG colleagues report being as well prepared for Brexit as they can be given current knowledge and context.
- 3.1.5 We have focussed our own Brexit planning for transition around four key issues:
- Communities and vulnerable groups;
  - Operation readiness;
  - Economy and business;
  - Communications and keeping people informed.

### ***Communities and vulnerable groups***

3.1.6 Here, we:

- Have guaranteed funding for our District wide EUSS support until the 31 March 2021. We have achieved a very high percentage of EUSS applications:
  - To date, 26050 applications for EUSS have been made in the Bradford District. Our ONS estimated population is 26,000 (subject to a 95% confidence interval of 15,000 to 35,000);
  - 61% of our EUSS applicants have achieved full settled status and 35% pre settled. We have successfully secured more full settled status applications than the national average of 58%. We also have a large number of applications from U18s, 23% compared to 18% nationally. 50% of all

applications are from our Polish and Slovakian communities. Approximately 4 % of applications are listed as other outcomes.

- There is still much work to be done before the deadline of the end of June 2021. Our actual EU population could be over 35,000 and it is possible that up to 25% of Bradford's eligible EU citizens have not yet applied for EU citizenship. Many of these will be vulnerable and marginalised groups. Further, our EU citizens who have been awarded pre settled status will have to apply to the EUSS again within the next 3 years if they want to secure their rights to live and work in the UK. There is no national system of support for this.
- **Vulnerable EUSS groups:** In October 2020, we successfully led a bid, in co-operation with VCS partners, to secure HO funding of **£150,000** to build on our existing District wide EUSS support services for vulnerable and hard to reach groups, of which Bradford has many. The LA is the lead in a consortia of 6 VCS organisations working with Adult Social Care and Children's Services, aiming to provide support to ensure 3000 additional EU applications from hard to reach and vulnerable groups before the EUSS application closure date of 30 June 2020. We are working closely with our colleagues and the Home Office to set up the programme working around Covid restrictions.
- **Children in Care (LAC)** – There are currently 134 eligible EU children in care. This is 10% of all children in care. 13 have secured British citizenship and 14 settled or pre settled status. Applications are in process for other children. The number of eligible children has risen over the year as new children have come in to care. We have put in place a system specifically designed to ensure we can identify and apply for all our eligible LAC. This system has a lead officer, specific admin support and a beginning to end tracking system which allows: identifying eligible LAC including newly presenting children; auditing document gaps; tracing identification documents; securing missing documents and securing legal advice where necessary. Applications are costly, complicated and protracted and it is the legal responsibility of the LA to ensure applications are made for eligible LAC. We are working closely with Home Office colleagues to identify issues and the best ways to support LAs to ensure LAC secure their rights.
- Working with Health and Social Care colleagues to ensure a common understanding and approach is taken in relation to health care charges and

access to services for EU citizens who have not secured EUSS (or pre SS) after 1 January. Concerns remain that access to public services might prove difficult for those who have secured EUSS because they will only have a digital record to prove this status. Access, privacy and proof of status issues arise because of this. These are being raised with relevant services.

### ***Groups at Risk of Food and Fuel Poverty***

- As reported below, we have assessed our own food services to schools to ensure we have supply chain security and mitigations in place to cope with any potential disruption. We believe these plans are robust. We can also support children in care homes if those homes were to experience any disruption.
- We remain concerned that Brexit may add to the impact of Covid on the poorest and most vulnerable groups in our community, for example the food and fuel poor. Potential supply chain disruptions and price rises would impact heavily. The risk is uncertain but real.
- Consequently, we have worked with VCS partners to run business continuity checks on their services and we have integrated the risk posed by Brexit to vulnerable groups into our wider Covid-19 recovery plan. Public health colleagues are leading on a wider food strategy for the District.

### ***Social Cohesion***

- We continue to monitor social cohesion and hate crime. There are no particular concerns at the current time related to Brexit;
- It is unlikely but possible that, should there be severe delays to food imports or price rises for staple goods, there could be protest leading to public order issues. The LRF has identified this and standard policing and community support responses would be initiated should any issues arise.

### ***Economy, Business and Workforce***

3.1.7 Brexit has been referenced in the new Council Plan and the Economic Recovery Plan.

3.1.8 We have also conducted further analysis to identify the size of the logistics sector in Bradford and the number of EU companies, including the 750 EU owned companies and 1000 logistics firms. Most of the logistics firms are small in size.

- 3.1.9 The impact of Brexit will vary by sector and depend on unknown factors such as the terms of any new trade deal negotiated with the EU and other trade deals. Particular sectors likely to be most impacted in Bradford are chemicals, textiles, automotive engineering and agri-food. Further, the haulage and logistics industry will have to make substantial preparations for the new border control system being introduced. Bradford's agricultural and agri-food sectors will be hit by Brexit. Impact will vary by area and produce – sheep, beef, poultry, grains etc., and depend on any new trade deal negotiated. Changes to tariffs, customs and regulatory procedures around, for example, rules of origin, export health licences and sanitary/phyto sanitary inspection will have significant impact.
- 3.2.0 Some sectors' economic viability, such as sheep farming, may become severely compromised. The agri-food sector is particularly vulnerable to any barriers which create trade friction. Depending on the type of Brexit, costs on livestock could rise between 5% and 10% and crops 2% to 5%. Regardless of the type of Brexit, in England the government proposes to phase in a radical change in land and countryside management policy, moving away from landholding subsidies to a system of agricultural payments which are contingent upon the provision and stewardship of public goods, such as water quality, natural flood management or soil quality.
- 3.2.1 We are continuing to work closely with WYCA, LEP and CoC colleagues to ensure that businesses are aware of the impact of the legal, regulatory and border control changes businesses need to comply with and have access to sources of guidance and support to enable them to check their preparedness. We are also working closely with partners at regional and national levels to better understand the likely impact of Brexit on different sectors and likely support needs of businesses.
- 3.2.2 Government is providing additional funds at regional level to support business preparation. We have been working closely with WYCA colleagues to identify business support needs to help them prepare for and manage the transition process. WYCA are putting in place a package of support to help businesses respond to the end of the Transition Period, which will include a response service linked to the region's Growth Hubs giving firms 1-2-1 support and then some additional specific advice on Legal and Financial issues. WYCA expect the support to be in place early next year. The full range of support can be accessed here: <https://www.the-lep.com/lets-talk-brexit/> for advice and support.
- 3.2.3 Officers in economic development:

- Have been working closely with Government and taking part in bi weekly Trade Forum meetings with the LEP, Chambers of Commerce and Department for International Trade. They are also offering direct advice and guidance to businesses that contact them. They have also run a business preparations workshop which reached over 100 local businesses. A recording of this session is still available on our webpage.
- Are promoting 10 Chamber of Commerce workshops on preparing for Brexit and working with the LEP who are mapping out support available and required across the region.
- Will work closely with our VCS partners to raise employer awareness of the rights of EU citizens to live and work in the UK and develop understanding of the EUSS and its digital status.
- Are regularly reviewing and updating signposting to the latest advice and guidance on Brexit issues via our websites and continue to work with Government, regional and local partners to gather intelligence on the likely impact of Brexit on the local economy and specific business sectors, and assess business support needs. We have included a preparation checklist on our webpage for businesses involved in logistics, haulage and transport to help them prepare for Brexit.

## Operational Readiness

3.2.4 We have reviewed Council services operational readiness for Brexit against the following risk areas: supply chains; workforce; legal and regulatory changes; finances; changes to tariffs and customs and changes to service demands to ensure business continuity.

- **Council Services** are well prepared but risks remain in the following areas:
  - **Legal & democratic services have reported that they** lack capacity to meet service demands for support with new processes but Government is advising individual services directly in any case;
  - **Environmental health.** There would be no capacity to meet additional demands for inspection if required. It is unknown as yet whether or not additional demands for inland inspection will materialise and this is a national problem. We are awaiting more guidance from Defra.

- **Information Governance.** Legal services have already reviewed this area and identified that the main risk is with the Evolve data system. There is a potential risk that data access could be compromised. Discussion are being held with the supplier to consider options. The scale of risk depends on decisions yet to be taken. However, even if all risk cannot be mitigated, the overall impact on Council services would be low. The ICO, the national data processing regulatory authority, is monitoring the situation and issuing guidance.
- **Recruitment.** HR are undertaking an options appraisal with regards to Sponsor Licences and future EU immigration requirements.
- **Children in Care.** We have the processes in place to meet our legal obligations but progress is slow given the complexity of resolving cases and we are working closely with Home Office colleagues to address these issues.

3.2.5 We have also worked closely with partners to assess readiness across health and social care and business sectors, and to assess supply chain risks.

- **Health and Social Care:** The LRF will identify risks to health and social care if there is disruption to supply chains. However, national assurances are being given from NHS England on security of medical supplies and Government advice is to avoid stockpiling. We continue our work with health and social care colleagues to align planning, co-ordinate preparations, identify gaps and provide advice and guidance on mitigating risks where required.
- **Business sector.** It remains unclear how well prepared the business sector is for the new trading and border arrangements being introduced from 1 January. SMEs do not have capacity to prepare for Brexit and Covid; supply chain disruption will occur and there is a nation-wide lack of specialist support and guidance to help businesses.

### Supply Chains

- **Food and medicines:** We have reviewed the security of our food services to schools and support to groups at risk of food poverty. Facilities Management catering services is confident in its supply chains and food provision to Bradford schools. We have integrated plans to support vulnerable groups in our wider Covid recovery strategy.

- **Transport:** LRF identify a moderate risk of traffic congestion on the M62 motorway and at ports which would impact on supply chains. Plans to deal with traffic flow will be coordinated by Highways England, Police and regional LRFs and then locally with Highways, Police and Emergency Management as issues arise.
- **District impact:** the full potential impact of supply chain disruption on the business, community and public service sectors is an unknown and will only become apparent over time. Disruption to supply chains is likely to be particularly acute in the first 2-3 months of the new border operating model going live from 1 January.

## Communications and Keeping People Informed

3.2.6 The Government is running a national communications campaign so we have to follow national messaging around guidance and advice. We:

- Review on a weekly basis our signposting, advice and guidance to ensure it is aligned with the latest Government advice, guidance and support. This weekly review sits in a broader communications campaign which includes working closely with partners across the District in sectors such as health, education and housing to:
  - promote a common message of reassurance and inclusion;
  - dispel misunderstandings and challenge mistaken narratives;
  - raise awareness of the impact of Brexit,
  - promote a common approach to preparing for impact;
  - provide access to advice, guidance and information targeted to different audiences.
- Work closely with other local authorities to share communication resources, knowledge and best practice to maximise support for businesses, citizens and community groups;
- Work closely with the LEP and business organisations such as the Chamber of Commerce to raise business awareness, provide guidance and signpost to sources of support;
- Participate in a range of teleconferences and regional groups to ensure we are consistently reflecting unfolding policy and practice and to ensure the Government is receiving up to date information on the issues Bradford faces in preparing for Brexit.

## 4.0 OTHER CONSIDERATIONS

4.1 As this report has highlighted, there is a great deal of work taking place in regional bodies; for example, West Yorkshire Trading Standards, the LEP and WYCA on Brexit preparations. Government is working with LRFs on contingency planning and, as part of the Get Ready campaign, a host of Brexit readiness events are being organised by Government.

4.2 Brexit clearly has implications for many of our partners and we are working with them. This includes the following activity:

- **NHS:** We are working with the leads in each local NHS organisation on the implications of Brexit and making sure there is alignment to our own approach; especially on workforce and supplies of critical medicines in a no deal Brexit;
- **LRF:** We are working closely through the LRF framework to understand the issues raised by a no deal Brexit and how we prepare for these.
- **VCS sector:** We have worked with VCS colleagues to conduct a business continuity audit and to identify any emerging issues for their operational readiness. No unmitigated issues have been raised through this process.
- **Business community:** We are working with partners, such as the Chamber of Commerce and the WYCA and LEP, to raise awareness of the need to prepare for Brexit and to provide signposting to advice and guidance on how to prepare. Officers in the economic development team have been providing direct advice and guidance to businesses, run a preparedness workshop and have promoted sector specific workshops run by the CoC. We are doing what we can to roll out supportive communications through our economic development teams.

## 5. FINANCIAL & RESOURCE APPRAISAL

5.1 The overall financial and resource implications will depend on which Brexit scenario unfolds. The main financial impacts are potential additional inflationary pressures upon some goods and services, some of which will be essential with minimal alternative sourcing opportunities. The Medium Term Financial Plan includes provision for inflationary increases at existing levels; and therefore any additional inflationary pressure will need to be funded from reserves initially. The other potential financial impact would be linked to any economic downturn and the consequential impact upon

our business rate and council tax revenues. It is not possible to forecast this at this point in time.

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

- 6.1 As well as the direct risks iterated in this report, there may be circumstances where Brexit potentially aggravates the Council's normal risk-management functions, such as data protection compliance; and these are being recorded in the appropriate departmental risk registers as they are identified.

## **7. LEGAL APPRAISAL**

- 7.1 Legal services has reviewed this report, refining its analysis of regulatory and legal issues. The end of the transitional period will result in all current and future EU directives and decisions ceasing to have legal enforceability in the UK. Government has therefore either preserved them in UK legislation or adapted them in new laws made to fit the future status of the UK. Much of the granular adaptation of these new laws has been delegated to Ministers through powers to make regulations or give directions. The details of this new tranche of post-Brexit legislation remain to be disclosed. It is likely that changes in data protection and state aid law will require reviews of the Council's related activities, and Legal will monitor these changes and advice as the situation develops. Any large scale changes in regulatory or other areas of law will require proportionate reviews of the Council's own activities, and, potentially, its standard contract terms and conditions and procurement practices. This may require external support given the limited resources available to Legal Services

## **8. OTHER IMPLICATIONS**

### **8.1 EQUALITY & DIVERSITY**

- 8.2 The full impact of Brexit on protected groups is unknown and will, in part, depend on the type of Brexit that occurs. It is unclear whether the Government will be providing their own Equality Impact Assessments of any likely deal or no deal.
- 8.3 Some groups might be disproportionately affected by the measures outlined by Brexit. This will include EU nationals, who will need to achieve settled status. Our local

mitigations for this include our investment in the community hubs and support across the district.

8.4 If there are food price rises or disruptions as a result of a no deal Brexit, these are more likely to have a disproportionate impact on lower income households. We are working to mitigate this in part through our work with Facilities Management securing our food supply to support school meals.

8.5 It should be noted that the UK equality legislation will not initially be affected by Brexit. Although withdrawal from the EU will remove the compulsory application of EU equality directives, the provisions of the Equality Act remain in effect.

## **9 SUSTAINABILITY IMPLICATIONS**

9.1 None directly arising from this report.

## **10 GREENHOUSE GAS EMISSIONS IMPACTS**

10.1 None directly arising from this report. The UK commitments to the Paris Accords are national in nature and unaffected by Brexit.

## **11 COMMUNITY SAFETY IMPLICATIONS**

11.1 Work with the Local Resilience Forum is ongoing to understand and mitigate for any potential threats that might arise.

## **12 HUMAN RIGHTS ACT**

12.1 The Government has not indicated any proposals to repeal or modify the provisions of the Human Rights Act. The UK remains an original signatory to the Human Rights Convention, which is also a fundamental legal instrument of the EU. Other international rights conventions, such as those relating to the rights of children and refugees, will remain in full effect.

## **13 TRADE UNION**

13.1 Will be consulted, where necessary, in relation to workforce issues.

## **14 WARD IMPLICATIONS**

14.1 Unknown, as yet, but neighbourhood teams will play a role in monitoring area impacts and offering guidance and advice where necessary.

### **14.2 IMPLICATIONS FOR CORPORATE PARENTING**

14.3 Identified in sections 2 and 3 in relation to Looked After Children.

## **15 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

15.1 None arising.

## **16. NOT FOR PUBLICATION DOCUMENTS**

16.1 Not applicable.

## **17. OPTIONS**

17.1 Not applicable.

## **18. RECOMMENDATIONS**

18.1 That Executive note this update.



## Report of the Director of Finance to the meeting of the Executive to be held on 5 January 2021

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### Subject:

**CALCULATION OF BRADFORD'S COUNCIL TAX BASE AND BUSINESS RATES BASE FOR 2021-22**

### Summary statement:

This report estimates the Council's Council Tax and Business Rates bases for 2021-22. These bases in turn determine the amount of taxation raised in 2021-22.

Section A of this report estimates the Council Tax Base. This involves considering: total dwellings in the district; exemptions, discounts and the Council Tax Reduction Scheme among others items.

Section B estimates the Business Rates base, starting with the total rateable value of property used by businesses in the district.

Section C summarises the implications of the tax bases for the 2021-22 revenue budget.

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Chris Chapman  
Director of Finance

**Portfolio:**

**Corporate Services**

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**Overview & Scrutiny Area:**

**Corporate Services**

## **1. SUMMARY OF BRADFORD'S COUNCIL'S TAX BASE**

- 1.1 This report sets the district's 2021-22 Tax Base for Council Tax and Business Rates. This setting is in preparation for the Council's forthcoming budget process.
- 1.2 The Tax Base for Council Tax is an estimate of the number of domestic dwellings in the district. This Tax Base estimate is expressed as a single measure in a mathematical shorthand called Band D Equivalents. The rate of Council Tax, as set by Full Council, levied on these Band D equivalents, then determines the total amount raised.
- 1.3 The actual Council Tax bill received by residents includes amounts also levied on the district's Tax Base by other organisations. These other organisations are: West Yorkshire Police and Crime Commissioner (WYPCC); West Yorkshire Fire and Rescue Authority (WYFRA) and various Parishes. These amounts are collected by the Council on behalf of these other organisations and passed over to them.
- 1.4 The Tax Base for Business Rates measures the amount of commercial property in the district. The Government sets a chargeable rate (the multiplier) against this Business Rates Base. The amounts owing from businesses are then collected by the Council. This collection is apportioned by statute between the Council, the Government and WYFRA.
- 1.5 The district's 2021-22 Tax Bases are set in the context of the pandemic. As a result, the financial impact is to reduce the Tax Bases and create financial uncertainty. Specific examples of this impact are:
  - Reduction in retail activity reducing the Business Rates Base.
  - An increase in unemployment claimants reducing the Council Tax Base.
  - A reduction in housebuilding.

### **SECTION A: COUNCIL TAX BASE**

## **2 COUNCIL TAX BASE REGULATIONS**

- 2.1 The Tax Base is set in accordance with the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012. These Regulations require that the Tax Base is set between 1 December and 31 January.
- 2.3 The Council Tax rate is the amount charged against the Tax Base, which as noted above, is expressed in a shorthand which will be called Band D Equivalents. This Tax rate has to be approved by Full Council, which in Bradford's case will be on Thursday 18<sup>th</sup> February 2021 (as opposed to the Tax Base, which has to be set by 31 January, see 2.1).

### **3 NUMBERS OF DOMESTIC DWELLINGS**

- 3.1 The first stage of estimating Band D Equivalent Dwellings for 2021-22 is to identify the numbers of what are called Equivalent Dwellings. In October 2020, there were 219,218 domestic dwellings in the district (Appendix A Line 1).
- 3.2 Council Tax exemptions and reliefs apply to some of these dwellings. The effect of these exemptions and discounts is that either a proportion, or the entirety of each dwelling is excluded from the Tax Base calculation. Dwellings numbers adjusted for these exclusions (exemptions and reliefs) no longer represent physical properties, so are known instead as equivalent dwellings. Appendix A Line 2 & 3).
- 3.3 3,783 domestic dwellings are exempt Council Tax, and removed from the Tax Base in their entirety because they are occupied by:
  - (i) Persons with disabilities
  - (ii) Students
  - (iii) Or they are owned by charities and have been vacant for 6 months (see Appendix A, line 2).
- 3.4 A 25% proportion of each dwelling is excluded from the Tax Base calculation for the Single Persons Discount, where the resident lives alone. In October, 74,932 dwellings (out of 219,218) were eligible for this discount. With some other discounts, the impact of the Single Persons Discount is shown in line 4 of Appendix A.
- 3.5 There are some other adjustments to the Tax Base calculation, for example an additional proportion is added where properties attract an empty property premium because it has been empty for prescribed periods (Appendix A, Line 5).
- 3.6 The above adjustments bring the district's Tax Base down to 197,800 Equivalent Dwellings (Appendix A, line 6).
- 3.7 These Equivalent Dwellings are then classified into the different Council Tax Bands, which determine chargeable Council Tax: this also enables the Tax Base to be expressed as the number of Band D Equivalent Dwellings.

### **4 Band D Equivalent Dwellings**

- 4.1 This part of the calculation involves converting the Equivalent Dwellings into Band D Equivalent Dwellings.
- 4.2 As noted above, all dwellings are allocated a Council Tax Band. These range from A to H, according to their value at 1 April 1991. For example, Band H has double the liability of Band D.
- 4.3 Importantly each band has a Council Tax liability that is a *fixed* ratio of Band D. This means dwelling numbers in any band can easily be expressed as an equivalent in Band D. The ratios are illustrated below:

<b>Band</b>	<b>Property Value at 1 April 1991</b>	<b>Fixed ratio to Band D</b>
A	Up to 40,000	6/9ths
B	40,000 – 52,000	7/9ths
C	52,001 – 68,000	8/9ths
D	68,001 – 88,000	9/9ths
E	88,001 – 120,000	11/9ths
F	120,001 – 160,000	13/9ths
G	160,001 – 320,000	15/9ths
H	Over 320,000	18/9ths

4.4 Weighting the Equivalent Dwellings in each band by their ratio to Band D, converts everything into Band D Equivalents.

4.5 After this conversion, Bradford's Band D Equivalent Dwellings becomes 165,418 (Appendix A, line 7).

## **5 2021-22 COUNCIL TAX PROJECTION**

5.1 In order to estimate the 2021-22 Council Tax Base, the District's Band D Equivalent Dwellings have been adjusted as follows:

- A reduction for the Council Tax Reduction Scheme (Council Tax Benefit) of 19,080 Band D Equivalents (Appendix A, line 8).
- A minor adjustment reflecting the impact of appeals against Council Tax liability and the impact of property growth: 32 Band D Equivalents (Appendix A, Line 9 & 11).
- A reduction to take account of uncollectable debt: 3,642 Band D Equivalents.

5.2 As a result, it is proposed to set the Council Tax Base at 142,000 Band D Equivalents. Compared to the current 2020-21 Tax Base of 144,350, this is a reduction of 2,350 Band D Equivalents.

5.3 The 2020-21 Band D Council Tax is £1,427.86. In the event that the Council Tax is increased by 1.99% and there is a potential Adult Social Care Precept up to 3%, the Band D Council Tax will increase to £1,499.11. Assuming this Tax rate, a Council Tax Base of 142,000 would raise £212.873m in 2021-22.

5.4 All budget proposals including Council Tax increases and the Adult Social Care Precept are provisional and are subject to the conclusion of the consultation.

## **6 OVERALL COUNCIL TAX FINANCING**

6.1 Council Tax and Business Rates collected are paid into a standalone pot, which also pays for the amounts (precepts) paid back to the Council, WYP&CC, WYFA and the Parishes.

6.2 To provide budget certainty, the precepts paid out are pre-set according to the Tax Bases approved in this report and the tax rates set either by the Council on 18<sup>th</sup> February 2021, or at the meetings held by the other organisations. There is a

balancing up at the end of the year between the amount collected and the pre-set amount paid over to Bradford Council. Any deficit in the pot as a result of this balancing up, is repaid in following years

- 6.3 Due to the pandemic, there has been increased unemployment in the district, which has also increased the cost of Council Tax benefit. It is anticipated that mainly due to this increased take-up of Council Tax Benefit, the deficit between Bradford's precept and its share of the actual collection will be £6.4m. There has also been a reduction in housebuilding, which has dampened the normal growth in the Tax Base.
- 6.4 Revised regulations will enable the Council to repay the £6.4m over three years. Therefore, the requirement for a £2.1m deficit repayment in 2021-22 will be included in Bradford's overall budget. The £2.1m amount equates to approximately 1,400 Band D equivalents.

## **7 PARISHES AND PRECEPTORS**

- 7.1 Each Parish in the district raises a precept. The individual Tax Bases on which these precepts are charged are set out in Appendix B and were notified to each Parish provisionally on 20<sup>th</sup> November 2020.
- 7.2 As noted, the other preceptors are the police and fire. They each raise a precept against the district's 2021-22 Tax Base. Further, they will repay a share of the 2020-21 deficit between the collected amounts and preset amounts paid over:
- Police will repay a deficit of £0.879m.
  - Fire will repay a deficit of £0.295m

## **8 CONCLUSION**

- 8.1 Overall:
- The proposed Tax Base for 2021-22 will be 142,000.
  - It is further proposed the anticipated 2020-21 Council Tax deficit is spread over the next 3 financial years to a value that approximates 1,400 Band D Equivalents.
  - The individual Parish Tax Bases are set out in Appendix B.

## **SECTION B – ESTIMATION OF THE BUSINESS RATES BASE**

### **9 BUSINESS RATES REGULATIONS**

- 9.1 Section B of this report estimates the 2021-22 Business Rates Base.
- 9.2 The Business Rates Base is set by completing and submitting a form (NNDR3) to the Government on or by 31 January 2021.
- 9.3 This form has to be completed using data as at 31 December; so may potentially vary from the estimate in this report, which is necessarily based on earlier data.
- 9.4 The purpose of Section B is to provide Councillors with the most up to date estimate of the Business Rates Base; it further requests that authority is delegated to the Section 151 officer, in consultation with the Council Leader to amend the estimate for the purpose of making the final NNDR3 submission.
- 9.5 Government reform Business Rates has been delayed, with the result that Bradford's share of Business Rates collected in the district remains at 49%.
- 9.6 The district's Enterprise Zone is likely to be completed between May and November 2021-22. However, due to the impact of the pandemic, the new Enterprise Zone is not expected to have a material impact on the 2021-22 Tax Base.

### **10 AMOUNT OF COMMERCIAL PROPERTY**

- 10.1 The Business Rates Base is a measure of the commercial (non-domestic) property in the district. The estimate comprises three main elements:
  - The gross value for tax purposes of commercial property in the district as assessed by the Valuation Office Agency (VOA): called the Rateable Value (RV).
  - The value of discounts granted against this Rateable Value for instance, to small businesses or charities: called reliefs.
  - Some deductions in calculating the overall Business Rates Tax Base, for example to account for difficulties in collecting debt and appeals by businesses against their Rateable Value assessment.
- 10.2 Unlike Council Tax, the tax rate (called the Multiplier) for commercial property is set by Central Government. For 2021-22, the Government has kept the multiplier unchanged at 49.9p.
- 10.3 As noted, due to the pandemic, there is a very high level of uncertainty when estimating tax bases. In particular, retail businesses did not pay Business Rates for 2020-21 only; therefore, the overall impact of the pandemic on these businesses will only become fully clear during 2021-22, when it is likely they will pay Rates once again.

- 10.4 Further uncertainty is caused by the number of appeals awaiting decisions: for example, there is a significant group appeal by NHS hospitals still outstanding.

## **11 BUSINESS RATES BASE**

- 11.1 The estimate of gross Rateable Value in the district has been set at 384m (Appendix C, Line a). Applying the tax rate (multiplier) set by the Government, this rateable value equates to a tax liability of £191.2m for the 2021-22 year.
- 11.2 It is noted that the estimate of gross Rateable value is £6m lower than the 2020-21 Budget and includes a projection for further reductions.
- 11.3 Discounts given to business owners against their tax liability, called reliefs, cost £55.2m.
- 11.4 An assessment has been made around the amount to be set aside to cover potential costs of past appeals by business owners. The Valuation Office has struggled to adjudicate on these appeals during the pandemic and there remains uncertainty around the actual and final costs. An assessment has already been made for uncollected debt.
- 11.5 A small deduction has been made out of the collection to cover the cost of collecting business rates.
- 11.6 After adjustments for appeals and uncollected debt, the estimated collection for 2021-22 is £127.5m. Bradford's share of this collection is £62.4m.

## **12 2021-22 BUSINESS RATE PROJECTION**

- 12.1 The Business Rates Base, as set out above is summarised briefly below:
- Starting point is Gross Rateable Value of 384m: at 2021-22 tax rates this equates in monetary terms to £191.7m.
  - Deductions of £55.2m for reliefs
  - Deduction of £4.7m for appeals
  - Deduction of £3.6m for uncollected debt
  - Deduction of £0.7m to administer rates collection.
  - A final estimated collection of £127.5m: Bradford's share is £62.5m.

## **13 BUSINESS RATES FINANCES**

- 13.1 The 2020-21 anticipated Business Rate deficit has to be paid off in 2021-22 and therefore considered as part of the budget process. At the end of any year, there is a balancing up between the amounts of tax redistributed in advance to the Council or other organisations and the actual collection.
- 13.2 2020-21 has been particularly impacted because of the additional 100% relief granted to retail businesses due to the pandemic. This means that around £55m of additional relief has been taken off the overall collection compared to the budget.

- 13.3 The Council has been compensated by the Government for its share of the cost of this additional relief. Further, the position has been partially eased by the better than expected Outturn on Business Rates at the end of 2019-20. Taking all these factors into consideration, the Council is just £0.9m worse off.
- 13.4 The Council also receives 2021-22 Government grants to compensate the Council for standard reliefs. Overall, it is estimated that there will be an uplift compared to the 2020-21 original budget of £0.5m.
- 13.5 The overall 2021-22 position is summarised below:
- £62.5m collected in year (per 12.1 above)
  - A £0.9m shortfall (£29.8 shortfall in 2020-21 mitigated by grants of £28.9).
  - £0.5m in additional Section 31 grants compared to the 2020-21 original budget.

## SECTION C – 2021-22 REVENUE BUDGET

### 14 COUNCIL TAX AND BUSINESS RATES REPORT SUMMARY

- 14.1 The overall Council Tax and Business Rates position is combined and summarised in the table below. This compares the position set out in this report with the prior estimate contained in the 1 December Executive report.

**Table 1: Report Summary**

	<b>1 December Executive £000</b>	<b>Report Summary £000</b>
<b>Service Income</b>		
Section 31 Grants	(17,271)	(17,471)
<b>Total Service Income</b>	<b>(17,271)</b>	<b>(17,471)</b>
<b>Council Tax</b>		
Council Tax Collection*	(206,791)	(206,791)
Adult Social Care Precept**	(6,082)	(6,082)
2020-21 deficit spread b/f***	2,333	2,133
<b>Business Rates</b>		
Localised Business Rates	(63,188)	(62,458)
2020-21 Deficit less grants	1,000	924
2020-21 deficit spreading**	333	(616)
<b>Total</b>	<b>(289,666)</b>	<b>(290,361)</b>

\*Assumes 1.99% Council Tax increase per Budget Proposals 2021-22

\*\*Adult Social Care Precept 3% per addendum to the Budget Proposals 2021-22

\*\*\*After spreading across 3 yrs per Budget Proposals 2021-22

- 14.2 As can be seen in table 1, this report implies funding levels consistent with estimated in the 1 December Executive Report. The small variances are not significant at this stage, with the Business Rates collection due to be updated for more recent data.
- 14.3 Further, Central Government has stated that it will fund 75% of Local Authorities Collection Fund deficits (as set out in the addendum to the Budget Proposals 2021-22. The guidance around how this will be calculated is still be published.
- 14.4 The potential implication of this announcement is set out provisionally in the table below:

**Table 2: Latest Government Announcement**

		<b>1 December Executive £000</b>	<b>Report Summary £000</b>
<b>Total (Table 1)</b>	<b>A</b>	<b>(289,666)</b>	<b>(290,361)</b>
2020-21 deficit b/f (Table 1)		2,666	2,441
75 % Government Funding	<b>B</b>	<b>(2000)</b>	<b>(1,830)</b>
<b>Total Revised</b>	<b>C</b>	<b>(291,666)</b>	<b>(292,191)</b>

- 14.5 A further Central Government announcement indicates there will be a Local Council Tax Support Grant. The purpose of this grant is to compensate Councils directly for the expected higher cost of Council Tax Benefit, as a result of the pandemic. No announcement has been made about how the funding will be distributed. However, this will be additional funding to the Council.

## **15 LEGAL APPRAISAL**

- 15.1 The legal issues have been considered in the body of this report.

## **16 OTHER IMPLICATIONS**

### **17 EQUALITY & DIVERSITY**

- 17.1 None

### **18 SUSTAINABILITY IMPLICATIONS**

- 18.1 None

### **19 GREENHOUSE GAS EMISSIONS IMPACTS**

- 19.1 None

## **20 COMMUNITY SAFETY IMPLICATIONS**

20.1 None

## **21 HUMAN RIGHTS ACT**

21.1 None

## **22 TRADE UNION**

12.1 None

## **23 WARD IMPLICATIONS**

23.1 None

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

24.1 None

## **25 IMPLICATIONS FOR CORPORATE PARENTING**

25.1 None

## **26 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

26.1 None

## **27 NOT FOR PUBLICATION DOCUMENTS**

27.1 None

## **28 RECOMMENDATIONS**

28.1 That the number of Band D equivalent properties for 2021-22 for the whole of the Bradford Metropolitan District is fixed at 142,000 (as set out in Appendix A, line 13 of this report).

28.2 That the Council Tax Base for 2021-22 for each Parish (set out in Appendix B) is approved.

28.3 Further that Bradford's £6.4m share of the anticipated 2020-21 Council Tax deficit is approved, along with the Council's ability to repay this across three future years; also that the latest Government announcement is to repay 75% of this. Also that the Police and Fire share of the deficit (as set out in 7.2) is noted.

28.4 That the latest estimate of the gross shares of Business Rates income for 2021-22, are noted (Appendix C, line w, x & y). These are set out below:

50% is paid to Central Government - £62.5m  
1% is paid to the West Yorkshire Fire Authority - £1.3m  
49% is retained by the Council - £63.7m

- 28.5 That authority is delegated to the Section 151 officer in consultation with the Leader of the Council to make any necessary amendments to the Business Rates estimate arising from the completion of the 2021-22 NDR1 form and to include the amended figures in the 2021-22 Budget papers for Council.

## **29 APPENDICES**

**Appendix A - 2021-22 Council Tax Base**

**Appendix B – Parish and Town Councils 2021-22 Council Tax base**

**Appendix C – Provisional NDR1 calculations for 2021-22 (showing a 49% share)**

## Appendix A

Dwellings on Valuation List	Band @	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Total
1. Total number of dwellings	167	91,723	46,370	40,026	18,279	12,730	5,960	3,691	272	219,218
2. Exempt properties	0	-2,350	-644	-451	-184	-85	-36	-29	-4	-3,783
3. Taxable properties	167	89,373	45,726	39,575	18,095	12,645	5,924	3,662	268	215,435
4. Discounts	-15	-10,372	-4,012	-2,916	-1,107	-589	-237	-151	-20	-19,419
5. Empty homes scheme	0	1,156	275	179	87	51	15	13	8	1,784
<b>6. Estimated taxable properties after discounts and premiums</b>	<b>152</b>	<b>80,157</b>	<b>41,989</b>	<b>36,838</b>	<b>17,075</b>	<b>12,107</b>	<b>5,702</b>	<b>3,524</b>	<b>256</b>	<b>197,800</b>
Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
<b>7. Band D equivalent</b>	<b>84</b>	<b>53,438</b>	<b>32,658</b>	<b>32,745</b>	<b>17,075</b>	<b>14,797</b>	<b>8,236</b>	<b>5,873</b>	<b>512</b>	<b>165,418</b>
8. Estimated impact of Council Tax Reduction Scheme	-31	-12,800	-3,735	-2,209	-639	-287	-75	-32	0	-19,808
9. Growth as band D	22	27	31	36	100	122	58	67	80	543
10. Banding and backdated liability changes	-28	-33	-39	-44	-51	-61	-72	-83	-100	-511
11. Adjustment for losses on collection	-1	-1,016	-723	-763	-412	-364	-204	-147	-12	-3,642
<b>12. 2020-21 Council Tax base (Band D equivalent)</b>	<b>46</b>	<b>39,616</b>	<b>28,192</b>	<b>29,765</b>	<b>16,073</b>	<b>14,207</b>	<b>7,943</b>	<b>5,678</b>	<b>480</b>	<b>142,000</b>

## Appendix B

Appendix B				
2021-22 Local Council Tax Bases				
	Starting Council Tax Base Band D Equivalents	CTR impact, Band D Equivalents	Net changes including growth in properties, & bad debt losses Band D Equivalents	Final 2021-22 Council Tax Base Band D Equivalents
<b>ADDINGHAM</b>	1,862	-67	-39	1,756
<b>BAILDON</b>	6,828	-453	-149	6,226
<b>BINGLEY</b>	9,233	-562	-180	8,491
<b>BURLEY</b>	3,163	-97	-69	2,997
<b>CLAYTON</b>	2,777	-298	-56	2,423
<b>CULLINGWORTH</b>	1,394	-85	-32	1,277
<b>DENHOLME</b>	1,297	-129	-20	1,148
<b>HARDEN</b>	872	-19	-14	839
<b>HAWORTH etc</b>	2,561	-190	-28	2,343
<b>ILKLEY</b>	7,541	-202	-148	7,191
<b>KEIGHLEY</b>	17,484	-2,247	-232	15,005
<b>MENSTON</b>	2,277	-51	-51	2,175
<b>OXENHOPE</b>	1,095	-46	-24	1,025
<b>SANDY LANE</b>	956	-63	-22	871
<b>SHIPLEY TC</b>	5,108	-343	-102	4,663
<b>SILSDEN</b>	3,263	-178	-62	3,023
<b>STEETON/EASTBURN</b>	1,893	-81	-43	1,769
<b>WILSDEN</b>	1,864	-90	-35	1,739
<b>WROSE</b>	2,349	-156	-45	2,148
	<b>73,817</b>	<b>-5,357</b>	<b>-1,351</b>	<b>67,109</b>

**Appendix C**  
**2021-22 Business Rates Base**

Description	Ref.	Comment	2021-22 NDR Tax Base
			£000
Total Rateable Value of Properties on Valuation List	a		-384,204
Forecast Gross Rates Payable	d		-191,718
		(a x 0.499)	
Total Mandatory Relief	e		44,511
Total Unoccupied Property Relief	f		7,392
Total Discretionary Relief Not funded by Section 31 Grant	g		-212
Total Discretionary Relief Funded by Section 31 Grant	h		3,563
Net Rates Payable	i		-136,464
Estimated Losses in Collection (Bad Debts)	j		3,523
Estimated Adjustments due to appeals	k		4,750
Any other changes			
Collectable Rates	l		-128,191
Allowance for Cost of Collection	n		725
<b>2021-22 Business Rates</b>			
Amount retained in total	o		-127,466
Government	p		-63,733
Fire	q		-1,275
Bradford	r		-62,458
<b>2020-21 deficit carried forward</b>			
Anticipated 2020-21 Deficit	s		61,412
Government share of Deficit	t		31,038
Fire share of Deficit	u		614
Bradford share of Deficit	v		29,761
<b>2021-22 Net Business Rates</b>			
Government 2021-22 share	w		-32,695
Fire Authority 2021-22 share	x		-661
Bradford's 2021-22 share	y		-32,698
Net Amount retained in Business Rate Collection Fund			-66,053



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## Report of the Strategic Director Place to the meeting of Executive to be held on 5th January 2021

**CZ**

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**Subject: Steeton with Eastburn and Silsden Neighbourhood Development Plan**

### **Summary statement:**

This report concerns the Steeton with Eastburn and Silsden Neighbourhood Development Plan which has been prepared by the Steeton with Eastburn Parish Council and Silsden Town Council. The Plan has now been subject of an independent examination by Robert Bryan and his report confirms that the Plan, subject to the incorporation of a number of modifications meets the Basic Conditions outlined in legislation. He has recommended that the Plan proceeds to local referendum.

The report recommends that the Council agree to all of the proposed modifications and that the modified plan proceeds to referendum. This will take place in May 2021.

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Julian Jackson  
Assistant Director (Planning,  
Transportation & Highways)

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Planning & Transport Strategy Manager  
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E-mail: [andrew.marshall@bradford.gov.uk](mailto:andrew.marshall@bradford.gov.uk)

### **Portfolio:**

**Regeneration, Planning and Transport**

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

**Regeneration & Economy**

## **1. SUMMARY**

- 1.1 This report concerns the Steeton with Eastburn and Silsden Neighbourhood Development Plan (the Plan), prepared by Steeton with Eastburn Parish Council and Silsden Town Council (the Councils).
- 1.2 The Plan has been developed over several years and has been subject to extensive community consultation and engagement. City of Bradford Metropolitan District Council (CBMDC) officers have provided assistance and input to the Plan.
- 1.3 In accordance with legislation, the Plan has been the subject of an independent examination by Robert Bryan, a suitably qualified and experienced examiner. His report confirms that the Plan has met all relevant legal requirements and that, subject to the incorporation of a number of modifications, meets the Basic Conditions for neighbourhood plans defined in legislation.
- 1.4 One of these conditions is that it should be in general conformity with the strategic policies set out in the development plan for Bradford district – the Core Strategy DPD (adopted 2017) and the saved policies of the Replacement Unitary Development Plan (adopted 2005). The Examiner recommends the modified plan proceeds to a local referendum.
- 1.5 This report recommends that the CBMDC agree to all of the proposed modifications and that the modified plan proceeds to a referendum in the Parish Council area.
- 1.6 Should a simple majority in favour of the plan be achieved in the referendum, the Plan would then be “made” and become part of the statutory development plan for Bradford District, alongside the Local Plan Core Strategy DPD (2017), Bradford City Centre and Shipley and Canal Road Area Action Plans (both 2017), Waste Management DPD (2017) and saved policies of the Replacement Unitary Development Plan (2005) as well as any future planning policies.
- 1.7 The Plan would then be used by CBMDC officers and elected members in making decisions on planning applications within the Steeton with Eastburn and Silsden neighbourhood plan area.

## **2 BACKGROUND**

- 1.1 The Localism Act 2011 (the 2011 Act) gives communities the opportunity to shape how their areas grow and develop through the use of a number of tools. One of these tools is the production of a neighbourhood plan, which when formally “made” will form part of the statutory development plan for the local authority area.
- 1.2 Neighbourhood plans cannot be used to stop development and should not promote less growth than the levels set out in the Local Plan or undermine its strategic policies. Plans also cannot deal with strategic planning matters or other excluded matters such as mineral extraction.
- 1.3 The content of plans is determined by the community. The plan can be a means of setting out more detailed policies for their community over and above the Local Plan, to start to shape the choices over the use of land and the designation of land for housing, employment or community uses. They should only cover land use planning issues.

- 1.4 Whilst Neighbourhood Plans are produced by relevant qualifying bodies, there is also a significant role for Local Planning Authorities. In addition to a general legal duty to support (usually by the provision of advice and feedback, sharing of information and evidence etc.), CBMDC is required to issue the draft plan for regulation 16 consultation, organise and fund an independent examination of the plan, organise and fund a referendum (assuming the examination finds that the plan meets legal requirements and a number of Government defined 'basic conditions').
- 1.5 Under the 2011 Act, the Councils are considered to be the qualifying bodies for the purposes of neighbourhood planning. In line with the provisions of the 2011 Act and the Neighbourhood Planning (General) Regulations 2012 (as amended) (the 2012 Regulations), the Councils have prepared a neighbourhood plan for the Steeton with Eastburn and Silsden parish areas.
- 1.6 The starting point for the Plan was the decision taken by the Councils in summer 2014 to prepare it. An application to have area covered by both Councils formally designated as a "neighbourhood area" for the purposes of preparing a neighbourhood development plan was submitted to CBMDC on 11 June 2014. This was the subject to an eight week public consultation exercise (14 July to 8 September 2014). The application was approved by CBMDC's Executive on 2 December 2014.
- 1.7 The Plan has been prepared and developed between 2014 and 2019. This has involved a mixture of community and stakeholder engagement and evidence gathering during this period. This led to an informal consultation on the draft plan between February and May 2016.
- 1.8 A Pre-Submission Draft Plan was then prepared and issued for a formal six week consultation under Regulation 14 of the 2012 Regulations. This took place between 3 February and 17 March 2018, and was led by the Councils.
- 1.9 Bradford Council officers, under the duty to support, have worked constructively with the local Councils. This has involved providing advice and support for the neighbourhood plan, including providing formal comments, where necessary. Details of the consultation process are included in the Consultation Statement submitted alongside the Plan.
- 1.10 A final draft of the Plan, together with the required supporting documents (Basic Conditions Statement, Consultation Statement and Strategic Environmental Assessment/Habitat Regulations Assessment Screening Report) was submitted to CBMDC in September 2019, who issued it for a formal consultation (under Regulation 16). This consultation took place between 17 September and 28 October 2019. The submitted neighbourhood plan is included at Appendix 1 to this report.
- 1.11 The Plan sets out a vision for the future growth and development of both areas, together with 10 objectives that seeks to address issues arising through evidence gathering and public consultation. The plan contained 18 planning policies which sought to address the following issues:

- Sustainable housing development;
- Conservation and enhancement of the area's built heritage;
- Conservation and enhancement of the area's natural heritage;
- Provision of infrastructure
- Vitality and viability of local centres and shopping areas
- Supporting economic growth and local employment opportunities
- Supporting improvements to the transport network
- Protecting and enhancing existing community and recreation facilities
- Support the growth and development of tourism

1.12 The plan does not make allocations for housing. However, it does seek to safeguard a number of sites within Steeton with Eastburn and Silsden for employment purposes as well as for leisure, recreation and sports purposes. It also identifies a number Local Green Spaces.

1.13 As highlighted, above, CBMDC undertook a formal six week consultation of the Plan. During the consultation, a total of 54 representations were received from 15 groups, organisations and individuals, including statutory bodies, local residents and the development sector. Bradford Council also submitted comment as part of this process.

1.14 These representations related to

- A number of the proposed safeguarded sport and recreation sites;
- The process of preparing the neighbourhood plan and community engagement in its preparation;
- The basis for preparing a joint neighbourhood plan;
- Cross boundary issues with North Yorkshire;
- Factual information presented in the spatial portrait and other sections of the draft plan document;
- Location of new development;
- Proposed Local Green Spaces;
- The need for greater flexibility within the employment safeguarding policies;
- Consistency with emerging Core Strategy Partial Review;
- Proximity to the South Pennine Moors SPA, SAC and SSSI; and
- Infrastructure provision;

1.8 In line with legislation, the Plan must be the subject of an independent examination undertaken by a suitably qualified and experienced person, independent of the Council. Robert Bryan, an independent Planning Consultant was appointed to this role. The examination took place between July and November 2020, with his final report being issued on 30 November 2020.

1.9 The Examiner's role is to ensure that the Plan has been prepared in line with, and complies with relevant legislation and meets the Basic Conditions. The Basic Conditions are:

- having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood plan;

- the making of the plan contributes to the achievement of sustainable development;
- the making of the neighbourhood plan is in general conformity with the strategic policies of the development plan for the area of the authority;
- the making of the neighbourhood plan does not breach, and is otherwise compatible with, European Union (EU) obligations; and
- prescribed conditions are met in relation to the plan and the prescribed matters have been complied with in connection with the proposal for the neighbourhood plan. The following prescribed condition relates to neighbourhood plans:
  - Regulation 32 of the 2012 Regulations (as amended by the Conservation of Habitats and Species and Planning (various amendments) Regulations 2018) sets out a further basic condition in addition to those set out in the primary legislation: that the making of the neighbourhood development plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.

- 1.1 The Examiner was provided with copies of the submission documents – Submission Draft Plan, Basic Conditions Statement, Strategic Environmental Assessment, and Consultation Statement – together with all representations (see paragraphs 2.15 and 2.16, above) received as part of the formal Regulation 16 consultation.
- 1.2 He gave full consideration to the contents of the submission draft plan, supporting documentation and the various issues raised by the representations received together with the responses provided by CBMDC and the Council’s in response to his questions. His assessment is set out in his report, issued to CBDMC on 30 November 2020. The report has also been issued to the two Councils.
- 1.3 The Examiner concluded that, subject to a number of modifications to the plan’s policies, reasoned justification and supporting documentation, the Plan meets the Basic Conditions (see paragraph 2.18) and that when modified should proceed to Referendum. The Examiner’s report is included at Appendix 2 and includes a schedule of proposed modifications.
- 1.4 The CBMDC’s officers have considered the Examiner’s report and consider that it is a thorough and professional assessment of the Plan and the issues raised by respondents. The conclusions made are reasonable and justified and it is considered that the proposed modifications to the Plan should be made. It is therefore suggested that the Neighbourhood Plan proceeds to referendum in line with the changes set out in the Examiner’s Report.
- 1.5 The referendum would be organised by the CBMDC’s elections unit and would apply to the area covered by the Neighbourhood Plan which is the whole of the Steeton with Eastburn Parish Council and Silsden Town Council areas. The Examiner has confirmed and recommended that the referendum should cover this area and that there are no reasons to extend the referendum to areas beyond that covered by the Plan.

- 1.6 If members accept this recommendation a Decision Statement (as required under Regulation 18 of the 2012 Regulations) would be issued and published to that effect and preparations for the referendum would commence. The precise date will be determined in collaboration with the Council's elections unit.
- 1.7 It should be noted that due to the Covid 19 pandemic, the Government introduced new guidance and regulations regarding neighbourhood plan referendums. In line with the Local Government and Police and Crime Commissioner (Coronavirus) (Postponement of Elections and Referendums) (England and Wales) Regulations 2020, all neighbourhood plan referendums that were/are scheduled to take place between 16 March 2020 and 5 May 2021 are postponed until at least 6 May 2021.
- 1.8 Due to the above, Government have amended national planning practice guidance to state that once the Council issue the Regulation 18 statement, mentioned in paragraph 2.24 above, detailing its decision to send the modified plan to local referendum, the modified plan can be given significant weight in decision making, as far it is material to the planning application being considered.
- 1.9 Should the referendum result in a "yes" vote, the agreed Governance arrangements (agreed by Executive on 9 March 2012 and updated on 6 February 2018) would mean that the Assistant Director (Planning, Transportation & Highways) in consultation with the Portfolio Holder (Regeneration, Planning & Transport) would decide whether to "make" the Plan.
- 1.10 In the event of a "yes" vote the Council are required in law to make the Plan unless it considers that this would breach or be incompatible with any EU obligation or any Convention Rights. Therefore, subject to a simple majority in favour of the Plan, the Plan would become "made" which means it would become a part of the statutory development plan for the Neighbourhood Plan area.

### **3. OTHER CONSIDERATIONS**

- 1.10 Once "made", the Plan will ensure planning decisions reflect the priorities and aspirations of the local community. It will contribute to the achievement of well-designed quality developments.
- 1.11 The making of the Plan will allow the two local Council's to secure 25% of any Community Infrastructure Levy payments for qualifying developments such as new homes and this money will be able to be spent on local priorities and infrastructure by the Parish.
- 3.3 Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that a local planning authority must have regard to a post-examination draft neighbourhood development plan, so far as material to the relevant planning application.

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

- 4.1 There are potentially significant financial and resource implications from the discharge of the duties under the Localism Act and these have been outlined in earlier reports to the Council's Executive including that of 9<sup>th</sup> October 2012.

- 4.2 The Council is required to pay for arranging and conducting the local referendum. The Government have made funding available to Local Planning Authorities in the form of payments when neighbourhood plans reach specified stages. Should the Neighbourhood Plan be approved at referendum and be subsequently 'made' the Council would be able to claim for a payment of £20,000 later in the year.

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

- 5.1 The report sets out the implications of the recommendations being approved including the associated costs of holding a referendum.
- 5.2 The main risks are that the Plan may not receive more than 50% yes votes in the referendum and that the plan is subject to a legal challenge/review.
- 5.3 The Neighbourhood Plan has been prepared in line with the legal and regulatory framework and in line with the governance arrangements agreed in October 2012 and subsequently revised in February 2018

## **6. LEGAL APPRAISAL**

- 6.1 The legal requirements associated with neighbourhood planning as they apply to the Local Planning Authority and the qualifying body are set out in the report above. The Neighbourhood Plan has been prepared in line with Town and Country Planning Act 1990 (as amended by the Localism Act 2011), and the Neighbourhood Planning (General) Regulations 2012 (as amended).

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

Both the qualifying bodies and CBMDC have carried out extensive consultation and engagement with the local community and followed all legal procedures and Government regulations in preparing the plan. The qualifying body have carried out an Equality Impact Assessment of the Plan and have produced policies and proposals which will improve the quality of development for the local community. The Plan's policies reflect National Planning Policy and the Core Strategy which have themselves been subject to equalities impact assessments

### **7.2 SUSTAINABILITY IMPLICATIONS**

The basic conditions to which the Neighbourhood Plan must comply with have been met and this includes a requirement that the plan is in general conformity with the adopted Core Strategy DPD (which itself was subject to sustainability appraisal) and that it contributes to the achievement of sustainable development.

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

All Neighbourhood Plans have to reflect national and local policies which promote sustainable development and seek to minimise the impacts of climate change.

## **7.4 COMMUNITY SAFETY IMPLICATIONS**

There are no community safety implications.

## **7.5 HUMAN RIGHTS ACT**

The Neighbourhood Plan has been prepared and consulted upon in accordance with relevant planning legislation and Government regulations. The Neighbourhood Plan has been subject to extensive consultation over an extended period and at multiple stages. Those who had concerns about the content of the Plan had the right to make representations and those were fully considered by the Examiner.

## **7.6 TRADE UNION**

There are no trade union implications.

## **7.7 WARD IMPLICATIONS**

The Neighbourhood Plan relates specifically to the Steeton with Eastburn Parish Council and Silsden Town Council areas and the policies and proposals are described in the report above and set out in the plan which is attached (see Appendices 1a and 1b).

## **7.8 IMPLICATIONS FOR CORPORATE PARENTING**

There are no corporate parenting implications.

## **7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

There are no issues arising from privacy impact assessment

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

8.1 None

## **9. OPTIONS**

8.2 The Executive is requested to consider the recommendations set out in the Examiner's Report. The options for consideration are:

- **Option 1** – in accordance with the guidance in this report to approve the modifications recommended by the Examiner and approve the amended plan to be subject of a local referendum
- **Option 2** – do not approve the modifications recommended by the Examiner and do not approve the amended plan to be subject of a local referendum.

8.3 The Executive are recommended to follow **Option 1** as set out above.

## 10. RECOMMENDATIONS

- 10.1 The submitted Steeton with Eastburn and Silsden Neighbourhood Development Plan (Appendices 1a and 1b) is subject to the modifications (Recommendations 1 to 18) as set out in the Examiner's Report (Appendix 2), together with any relevant factual changes required to ensure that it is up to date.
- 10.2 It is then subject to a local referendum
- 10.3 Should the plan be successful at referendum, the plan should be formally made via delegated decision by the Assistant Director (Planning, Transportation & Highways) in consultation with the Portfolio Holder (Regeneration, Planning & Transport) in line with the agreed governance arrangements.

## 11. APPENDICES

- Appendix 1a: Steeton with Eastburn and Silsden Neighbourhood Development Plan – Submission Draft

[https://www.bradford.gov.uk/Documents/DesignatedNeighbourhoodAreas/Steeton-with-Eastburn%20and%20Silsden/SESReg16//SWES%20Submission%20NDP%2020.06.19%20\(Final\).pdf](https://www.bradford.gov.uk/Documents/DesignatedNeighbourhoodAreas/Steeton-with-Eastburn%20and%20Silsden/SESReg16//SWES%20Submission%20NDP%2020.06.19%20(Final).pdf)

- Appendix 1b: Steeton with Eastburn and Silsden Neighbourhood Development Plan – Submission Draft – Policies Map

<https://www.bradford.gov.uk/Documents/DesignatedNeighbourhoodAreas/Steeton-with-Eastburn%20and%20Silsden/SESReg16//SWES%20Submission%20Policies%20Map%2025.06.19.pdf>

- Appendix 2: Steeton with Eastburn and Silsden Neighbourhood Development Plan – Examiner's Report

## 12. BACKGROUND DOCUMENTS

- Local Government and Police and Crime Commissioner (Coronavirus) (Postponement of Elections and Referendums) (England and Wales) Regulations 2020
- Localism Act 2011 (as amended)
- Neighbourhood Planning (General) Regulations 2012 (as amended)
- Town & Country Planning Act 1990 (as amended)

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# Steeton with Eastburn and Silsden Neighbourhood Development Plan 2019-2030 Submission Draft

June 2019



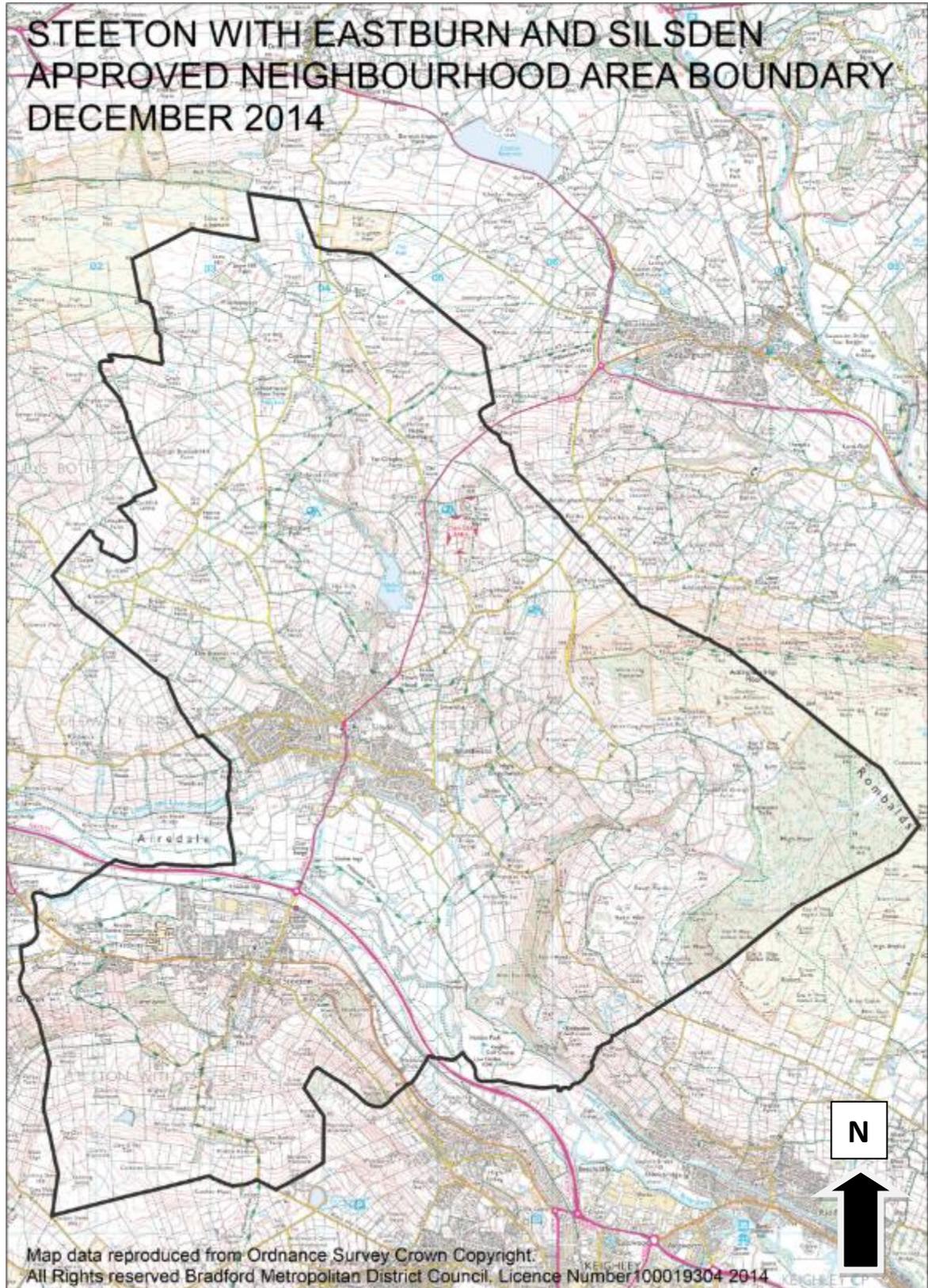
## **Overall Aim for the Steeton with Eastburn and Silsden NDP**

**"The aim for the neighbourhood development plan is to promote and protect a healthy and pleasant environment for those who live, work and play in the area, offering opportunities for employment, leisure, education, shopping and housing and improving connectivity. The plan will act as an advocate for the area and will ensure involvement in higher level decision-making processes."**

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**Figure 1 – Steeton with Eastburn and Silsden Neighbourhood Development Plan Area** (Source: CBMDC, 2014)





# 1

## Introduction

1.1 In 2014 the parishes of Steeton with Eastburn and Silsden came together to work on a Neighbourhood Development Plan (NDP). Taking advantage of the new power available to parish councils granted through the Localism Act 2011, the parishes, as qualifying bodies, applied for the area covered by the two parishes to be designated as a neighbourhood planning area (see Figure 1, page 4). Neighbourhood planning area status was approved by City of Bradford Metropolitan District Council (CBMDC) in December 2014.

1.2 This document is the submission draft of the NDP it replaces a previously version of the plan submitted in November 2017. CBMDC are consulting on the plan for **six weeks between Tuesday 17<sup>th</sup> September and Tuesday 29<sup>th</sup> October 2019**. When complete the plan will give local people more say in the future development of the area by setting planning policies to help guide, control and promote development.

1.3 **Comments should be submitted to CBMDC by 5pm on 29<sup>th</sup> October, electronically by e-mail or by post to:**

**Local Plans Team  
City of Bradford Metropolitan District Council  
4<sup>th</sup> Floor, Britannia House  
Hall Ings  
Bradford  
BD1 1HX**

**E-mail: [planning.policy@bradford.gov.uk](mailto:planning.policy@bradford.gov.uk)**

1.4 The NDP is structured in the following way:

Chapter 2 - *Why we are preparing a Neighbourhood Development Plan for*

*Steeton with Eastburn and Silsden* sets out the background to the NDP and describes why the two councils think it important local people take the opportunity to use this new power.

Chapter 3 - *How long will it take to prepare the Neighbourhood Development Plan?* Sets out the NDP preparation process defined by government that we must follow to prepare a NDP; and shows the intended timetable for getting through this process.

Chapter 4 – *“Background, Overall Aim, Key Issues and Objectives”* outlines the key issues the plan will address and the Overall Aim for the area by 2030, along with the objectives that if successfully reached will help us realise the Overall Aim.

Chapter 5 - *“Strategic Planning Policy”* outlines the strategic planning policy framework within which this neighbourhood development plan has been prepared.

Chapter 6 – *Policies and Proposals* is the real “heart” of the document and sets out the draft planning policies and proposals for the area.

The NDP has two other chapters. One telling you how you can respond to this document, and, finally, a chapter setting out how we will monitor the success of the NDP, and, if necessary, how we will review the document if things become out of date, or are not working as we would like.

# 2

## Why we are preparing a Neighbourhood Development Plan for Steeton with Eastburn and Silsden

- 2.1 Neighbourhood Development Plans (NDPs) are a relatively new part of the statutory development planning system. Just as local authorities, such as City of Bradford Metropolitan District Council (CBMDC), can produce development plans to promote, guide and control development of houses, businesses, open spaces and other uses of land so, too, now, by preparing a NDP, can parish and town councils.
- 2.2 NDPs, when complete, form part of the statutory development plan for an area, in this instance, CBMD. NDPs will be used to promote and guide what goes where; and, importantly, will be used to help determine planning applications.
- 2.3 Steeton with Eastburn and Silsden councils think this is an important right to exercise, and in early 2014, as qualifying bodies, they came together and applied for the whole area to be designated a neighbourhood planning area, see Figure 1, page 4. CBMDC approved this application on 2<sup>nd</sup> December 2014. Since designation the Parish Councils' Working Group have been preparing the NDP. This has included various consultations, these are documented in full in the accompanying Consultation Statement
- 2.4 The plan, when finalised, will give local people more say in the future development of the area. NDPs have the following benefits:

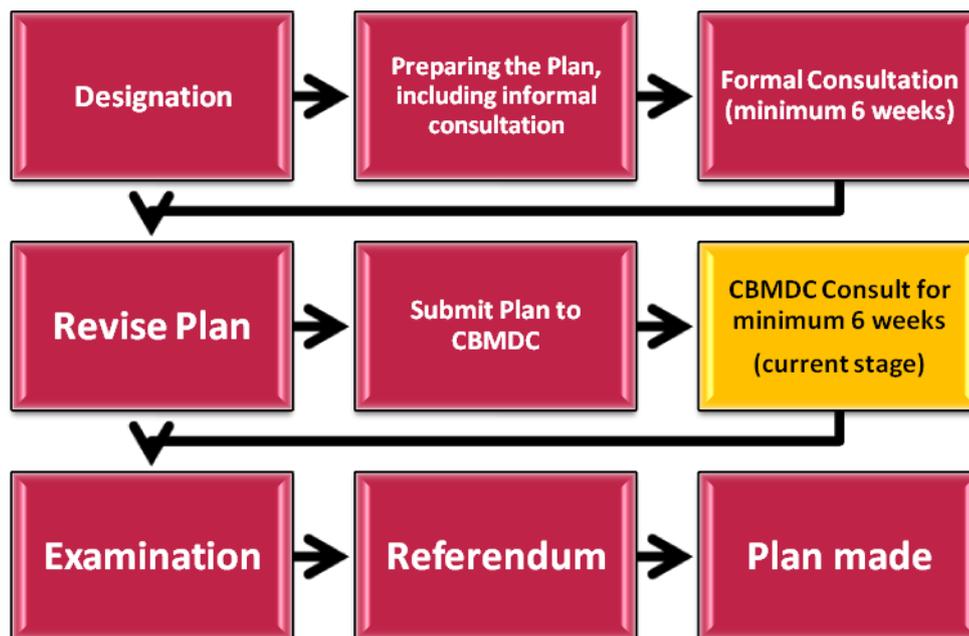
- NDPs are part of the development plan and carry what is known as “statutory weight” when planning decisions are made
- NDPs give local people the final say on the neighbourhood plan for the area through a referendum
- NDPs can bring a financial benefit to an area. CBMDC have introduced a levy on future development called the Community Infrastructure Levy (CIL). Without an NDP the parish and town council would receive 15% of any CIL collected, if we have an NDP we receive 25% of the CIL collected and this can then be spent in the neighbourhood area. With many new homes proposed in the area this could be a substantial sum.

# 3

## How long will it take to prepare the Neighbourhood Development Plan?

3.1 Neighbourhood development plans have to be prepared following a procedure set by government (see Figure 2). At the moment, we are in the early stages of plan preparation.

Figure 2 – The Neighbourhood Development Planning Process



- 3.2 This procedure must include two minimum six-week periods of consultation on the Draft Plan, and will culminate in a referendum on whether the plan should be made part of the statutory development plan for Bradford district. All residents of Silsden, Steeton and Eastburn who are aged over 18 will be entitled to vote in the referendum. The Steeton with Eastburn and Silsden NDP Regulation 14 consultation took place from 3<sup>rd</sup> February 2017 to 17<sup>th</sup> March 2017. CBMDC are now consulting on the NDP under Regulation 16 of the Neighbourhood Planning Regulations. A previous version of the plan was submitted in late 2017, due to a number of technical issues the submission consultation did not take place. The plan has now been re-submitted for the Regulation 16 submission consultation.
- 3.3 After this submission consultation which runs from **[insert dates]** the NDP will then be subject to independent examination. Once the NDP has been examined it will have to be put to a vote, a referendum, of all those in the Parishes, as to whether it should be made part of the statutory development plan system or not.
- 3.4 We hope to reach referendum stage by late 2019.
- 3.5 It is important to bear in mind that the NDP must take account of national planning policy set by government; and strategic planning policy set by CBMDC. The latter, as we show in chapter 5, is extremely important in terms of planning the future of the area.

# 4

## Background, Overall Aim, Key Issues, and Objectives

### Introduction

- 4.1 The neighbourhood area covers two parishes – Silsden and Steeton with Eastburn. Over the last 50 years the area has seen significant changes, not least of these, considerable growth in the number of homes and changes in the local economy. Today, there are over 5,500 homes, and at the last Census in 2011, 12,643 people lived in the neighbourhood area. Broadly, the neighbourhood plan area has an older population than Bradford district, and Silsden, an older population than Steeton with Eastburn (Figure 3, page 12).

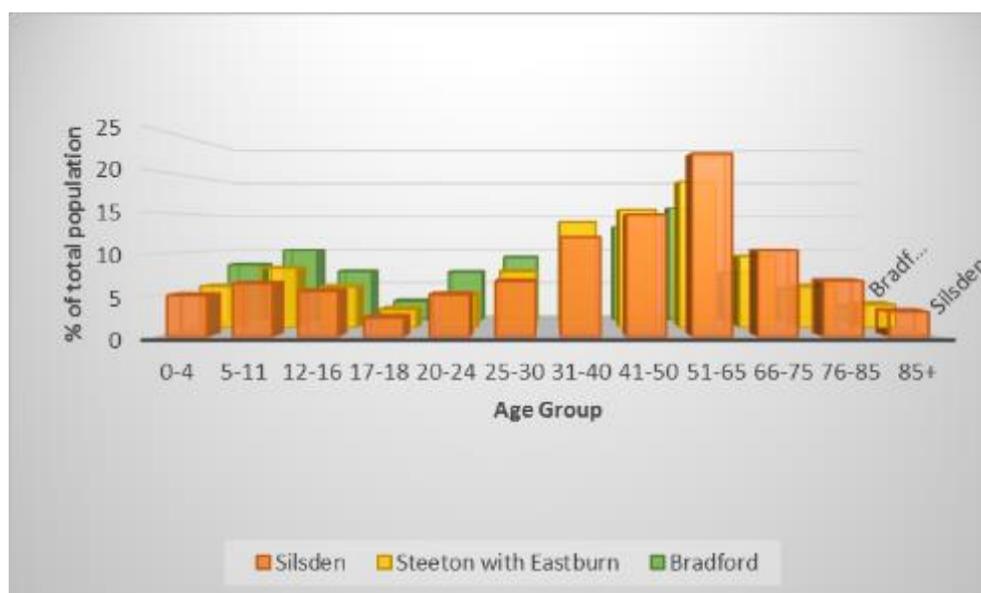
### Steeton with Eastburn

- 4.2 Steeton with Eastburn had a population of 4,375 at the time of the 2011 Census. The settlements have changed from a small manufacturing settlements to more commuter-based areas. This transformation has continued, and recent changes have seen the closure of 3 working mills, one has been demolished, one has been converted into apartments and the last was converted into small employment units. These closures have resulted in the loss of many

employment opportunities in the villages.

- 4.3 There has, however, been economic expansion in other areas. The largest employers are Fives Landis and Airedale Hospital. Fives Landis is one of the world’s leading manufacturers of precision high quality grinding equipment for the automotive and marine industries.

**Figure 3 – Population Structure in the Parishes**



- 4.4 Airedale Hospital run a placement for Nursing Students from the University of Bradford School of Nursing. They also provide work placements for many other professionals including Medical students, Radiographers, Physiotherapists, Occupational Therapists.
- 4.5 The hospital has changed dramatically over the last 50 years, going from over 600 beds in 1970 when it first opened, to approximately 300 at present. Although there are less beds now, the number of *patient experiences* have increased dramatically. The hospital has been an innovator by introducing Telemedicine, this enables patients to have consultations with the appropriate professionals without, in many instances, having to leave the comfort of their own homes. This technology has been exported to many areas of the country. The Trust also has a contract to provide this facility to some of the inmates of HM Prison service at various sites across the country.
- 4.6 Primary healthcare is provided from Steeton Health Centre, this is a satellite unit of the GP practice in Silsden and includes a pharmacy.

- 4.7 Another high-tech industry that has located in Steeton is SmartTV (formerly Echostar) at Boundary House, Millennium Way. SmartTV have a purpose-built facility where they design and develop components for satellite downlink hardware for the domestic and public sectors. The industrial complex where they are located, Millennium Business Park, was a greenfield site in the grounds of Steeton Hall. There are a number of other businesses in the Business Park. On Keighley Road are the premises of the Airedale Motor Company.



Eastburn General Store

- 4.8 Steeton with Eastburn benefits from having three churches (St Stephens, Steeton Methodist Church and Eastburn Methodist Church) all situated in the centre of the villages. Together the churches still play an important part in community life. There are two Public houses and two clubs and two hot food takeaways in the villages. Few of the small retail outlets that used to be in the villages in the early part of the last century remain, at one point there were over 150 small retailers in the two villages. There are now 10 small shops, 3 of these having come back into use in the last 2 years. There is also a small convenience supermarket that has been built in Steeton, in what was the large garden of a private dwelling. But this has not compensated for the loss of many small retail outlets that have stopped trading and in many cases, have been turned into

residential dwellings.

- 4.9 There are a number of new business start-ups. Predominantly, these are in health and beauty and hospitality. A very successful nursery and afterschool club opened in what was a butcher's shop, this is a thriving business and is looking to expand. It provides a valuable service to local people and to many who travel into the village to work. Two large former mill owners' houses have been converted into nursing/ residential homes. One nursing/residential home has also been purpose built.
- 4.10 A special purpose mental health hospital, Three Valleys Hospital, has been built and is now operated by Elysium Healthcare. As well as the main unit, they have now purchased two large houses that have been converted into patient outreach units, these are used by clients who have been institutionalised for a great number of years, and these units offer valuable supported/assisted living.
- 4.11 There are a large number of people who work from home. In Steeton and Eastburn, 207 people worked mainly from home, 9.1% of those in work (source: 2011 Census). A problem for a lot of these businesses is that there a lack of suitable accommodation for them to expand into when they grow. The few places that used to be available as starter units have either been demolished or converted into flats.



View over Steeton and Eastburn from Leeds and Liverpool Canal, Silsden

- 4.12 Agriculture has changed from many small units to the present-day two larger scale, diversified enterprises.

## **Silsden**

- 4.13 The Silsden area includes Silsden itself and the hamlets of Brunthwaite, Swartha, Silsden Moorside and Cringles and had a population of 8,268 at the 2011 Census. In the last fifty years, Silsden has grown significantly. A substantial amount of new housing has been built in the town and each new housing development sees the continuing growth of the area.
- 4.14 Silsden town and its surrounding area has a tremendous local heritage and history. The significance of the Beck and connecting waterways have played an important part in the town's employment history. From the earliest years of agricultural farming; through to cottage industries; famous nail making and clog irons; and later, larger textile mills have all evolved around this natural water supply. The Beck and the Weir are a reminder of the town's industrial past but today are more important as attractive features in the centre of town giving it a distinctive rural feel.
- 4.15 In the 1960's Silsden was a small town of about 5,191 people (1961 Census), most of whom earned their living in the local textile mills. Silsden boasted 15 working textile mills, seven of these worked double shifts, and some ran a three-shift pattern which included a night shift. Decades later, all the working mills have been closed, some have been demolished and others have been converted into housing. These closures have resulted in a huge decline in the number of jobs available for local employment. Silsden was once regarded as being a self-sufficient town but has evolved into a town of commuters. Most of the town's population now work in the neighbouring towns and cities.



Traditional terraced housing in Silsden

- 4.16 In the town, there is a good choice of small shops and businesses which serve the Silsden area and do offer some employment but not in any great number. The retail area is largely located around Kirkgate, Briggate, the corner of Bradley Road and Bridge Street. The town is particularly well served by eight hairdressing and beauty salons and four barber's shops. There is also a Co-op supermarket off Bridge Street and a new Aldi supermarket opened on Keighley Road in March 2015 which has created 18 jobs.
- 4.17 Silsden lost its last remaining bank, the "Nat West", which closed in November 2014, although the town does still retain a branch of the Skipton Building Society. Silsden is also home to The Ecology Building Society's head office. There are a number of estate agents, insurance firms, and funeral directors. Silsden has a petrol station on the Keighley Road, a Toyota dealership and several car repair businesses.
- 4.18 The town currently has several health practices. They include a dental practice, a physiotherapist practice, an osteopath clinic, a psychotherapy/hypnotherapy clinic and a doctor's practice. The Silsden Health Centre, in particular, has grown over the last fifty years to meet the demands of its growing population. Now established in a newly built health centre on Elliot Street. Despite this move to new premises, there are still comments, including from the

consultations on this NDP, that there are difficulties in obtaining appointments. The town is also supported by three pharmacy businesses.



Silsden Medical Centre

- 4.19 Until recently, Silsden had six public houses, today only four pubs remain and there is a wine bar in the former Barclays Bank. The others have already been, or are in the midst of being, converted into housing. The Conservative Club, used for social rather than political purposes, has also recently closed. The town currently has two other social clubs. In addition, there are two cafes, three restaurants and seven fast-food takeaway outlets.
- 4.20 The town does retain some manufacturing, e.g., Snugpak which makes garments and sleeping bags which are suitable for adventure travel. Habasit has recently located to Elland reducing by 80 the number of jobs in the area. There are also a wide variety of other commercial businesses in the Belton Road area.
- 4.21 The town's police station closed in August 2005 and is currently occupied by a children's private nursery, Handprints. Nursery provision is also provided at Dradishaw Nursery and Aireview School in addition to several local at-home service providers. The Daisy Chain Centre, is currently hoping to be saved by a working group and is being supported in this by Silsden Town Council. The

Youth Centre building provides many different types of activities for people of all ages. Further organisations have shown interest in using the building and it is hoped this will make the Centre's retention more viable. There are four care homes for the elderly within the Silsden area.

- 4.22 Silsden still has its own fire station which is manned by part-time retained firefighters.
- 4.23 The refurbished Silsden Town Hall has two large function rooms, a meeting room, lounge area and kitchen. The Town Hall is an invaluable community facility and caters for social functions, dances, meetings, aerobics, private parties and wedding receptions. The town also has a library but, unfortunately, this is now half of its original size and is, now, situated within the Town Hall. The latest proposals from CBMDC are to reduce library services further and have these run by volunteers. Silsden lost its public toilets in May 2015, due to cuts made by CBMDC. Silsden Town Council considered taking over the running of these facilities but the prohibitive running costs, including the business rates, made this venture too expensive. There are public toilets in the Town Hall which are available when the library is open. A group of residents are still pursuing the possibility that the public toilets may be re-opened. The future of Silsden Town Hall is uncertain, CBMDC are examining sales of such community buildings or transfer to community trustees via Community Asset Transfer.
- 4.24 Silsden was administered by Silsden Urban District Council until 1974 when it was incorporated into the Bradford Metropolitan District. At this time, Silsden Town Council was created and the town was also one of the first to have its own Youth Council. Silsden has its own elected Mayor and Deputy Mayor.
- 4.25 Silsden benefits from having three churches of different denominations, St James's Church of England, the new Silsden Methodist Church and Our Lady of Mount Carmel Catholic Church, all situated closely together in the centre of the town. Whilst congregation numbers have declined over the last 50 years, the Churches, together, still play an important part in the community. The churches are still well used and offer many social activities, coffee mornings as well as religious worship.
- 4.26 The amount of green spaces in the area have largely remained the

same. There are relatively few green spaces within the Conservation Area itself, with the public green spaces congregating around the central, civic areas. This includes the Memorial Garden, which now includes a new bandstand which was erected in July 2011 in memory of local community stalwart Mr. Graham Inman; the now slightly reduced garden area located to the front of the new Methodist Church; and the green space behind St James' Church including the cemetery.

- 4.27 The largest green space is Silsden Park to the east of the town. Whilst regular sporting events still take place, its pavilion, café, and toilets have closed and are now boarded up. There is interest in starting a Friends of Silsden Park and it is hoped that the town's community group, the Silsden's Grand de Party, will help promote the benefits of this quality open green space.
- 4.28 Silsden has a thriving football club, Silsden Football AFC. Silsden Golf Club, situated in High Brunthwaite, started in 1911 and there is also a Silsden Golf Driving Range one of the largest in Yorkshire.
- 4.29 Education in Silsden has changed hugely over the last 50 years. Until the 1960's, the town had its own secondary school, the Silsden Secondary Modern School, this was situated in what is now the Hothfield Primary School. The town's older children in the main now travel to South Craven School in Crosshills.
- 4.30 Silsden currently retains separate infant and junior schools, with pupils usually moving from the Infant to the Junior school at age 7. As such, each school has its own admissions process. This caused significant problems for some of Silsden's families in 2015, when, for the first time, families were not offered a school place at the Aire View Infant School, due to there being insufficient places, even if the child had a sibling at Hothfield Junior School. An added benefit of the two schools coming together in September 2017 to form a single primary school will be that this problem is overcome. There are proposals to build a brand new school in Silsden to accommodate the combined schools. A plot of land on the north east of the town has been identified. The discussions regarding this proposal are currently on-going.



Aire View Infant School, Silsden

- 4.31 Parts of Silsden are prone to flooding and, often, after heavy rain, the fields around the town are flooded. Silsden Beck is subject to overflow at times, in various locations causing flooding. The major flooding of December 2015 is the worst recently recorded flooding and caused more damage than past floods. Many areas in Silsden were affected, with houses and businesses flooded. Residents have serious concerns that any further substantial house building will pose serious flood risk issues for the town.
- 4.32 The landscape around the Leeds and Liverpool Canal in Silsden has changed significantly over the last few decades. The canal no longer serves the mills and businesses that once occupied its banks. Many of these mills/industrial buildings have now disappeared or have been converted into modern canalside housing development.
- 4.33 The canal towpath is now used more for leisure by walkers and cyclists, fishermen and pleasure boaters. The Grade II canal warehouse belonging to Silsden Boats of Silsden hires out narrow boats for leisure pursuits. The rough, unmade and often muddy surface of the towpath needs to be greatly improved and be made accessible for people with disabilities, before it could be considered as a more suitable everyday transport link.
- 4.34 There is less public bus transport available now than fifty years ago,

as many people prefer the convenience of using their cars. There is no longer a direct bus service to the neighbouring town of Skipton in North Yorkshire. However, in 1990 the railway station at Steeton was reopened after having been closed under the Beeching cuts in 1965. It is used by people in Silsden, although the station is over a mile from the town centre, and it has been highlighted, in the Silsden Survey 2012, that rail transport would be used more often if there were better and safer access to the station, e.g., a footbridge over the Aire Valley dual carriage way, more parking facilities at the station, better dropping off points and improved integration of bus and train services.

- 4.35 The Aire Valley dual carriage way (A629), Keighley to Kildwick by-pass, was completed in 1988 and built to alleviate the traffic congestion in the Aire Valley at that time. However, decades later, the traffic problems remain the same due to the large volume of vehicles which travel through the area.
- 4.36 The main route, and only road, the A6034, connecting the Aire Valley to the Wharfe Valley goes straight through Silsden and is often heavily congested. Traffic flow at peak times; narrow roads; crossing and junctions; utility and road repairs; Heavy Goods Vehicles blocking the centre of town; all cause the traffic to queue back to the Silsden roundabout and then, in turn, onto the Aire Valley by-pass. This is potentially a very dangerous situation, with cars travelling on the dual carriageway up to speeds of 70 miles an hour and then coming to stationary traffic. In order for Silsden to continue to successfully thrive and expand, the much-needed by-pass on the east side of the town is desperately required before additional traffic loading from new housing development.

## **Overall Aim and Key Issues**

- 4.37 There are several planning issues that affect the parishes. This section of the plan sets out those issues and what we intend to do about them. If successful, this will help us to achieve our overall aim for the area in 2030.

## Overall Aim

**"The overall aim for the neighbourhood development plan is to promote and protect a healthy and pleasant environment for those who live, work and play in the area, offering opportunities for employment, leisure, education, shopping and housing and improving connectivity. The plan will act as an advocate for the area and will ensure involvement in higher level decision-making processes."**

### **What are the key planning issues facing the area?**

4.38 The Neighbourhood Development Plan has been developed by a Working Group, in consultation with the local community (full details of consultation and engagement are provided in the Consultation Statement that accompanies this document). The key issues raised during initial consultations included the following, these are listed in no particular order and reflect local people's concerns:

- Design criteria should be set, including a maximum height (2 storey) and density (25-30 per hectare?)
- Condition of some of the housing stock
- Need to conserve local heritage including the future management of the Conservation Areas
- Impact of future retail developments on current shops
- Need to control the number of hot food takeaways, charity shops and betting shops
- No land is allocated for additional employment use in

### Steeton or Eastburn

- The three primary schools in the area are in very old (Victorian) accommodation. Steeton school is multi-site.
- There is a lack of capacity in primary schools
- Silsden primary school is the only one in the Bradford area to operate a 3 tier system, i.e. separate sites for infant and junior children. From 2017 the schools will join together, Hothfield School to be incorporated within the Aire View School, for admission purposes only.
- Replacement primary schools are needed.
- Secondary schools: all are out of the local area, some are in North Yorkshire and thus in a different education authority. There is a lack of capacity and transport issues.
- Transport links to some areas poor.
- Issues related to drainage, sewerage and water supply
- Connectivity (broadband especially) is in need of improvement.
- Railway station: lack of parking space.
- Poor links between bus and rail services – most buses do not go to the station even though there is space to turn there.
- Negative impact of possible extension of the M65
- Level Crossing at Kildwick (out of area) causes traffic hold ups.
- GP surgeries and access to services: There is a new, purpose built health centre in Silsden which opened in 2014. Reports state there are still delays in trying to get an appointment. Space could be allocated for a new/expanded surgery and finance should be included in planning gain agreements.
- Increases in the elderly population will bring increasing demands for healthcare.
- Airedale Hospital is a major employer in the area.
- Lack of community hall space in Silsden.
- Poor quality of some, or lack of, play spaces and playing fields (drainage issues).
- Severe flooding is a major issue for this area - recent flooding in the area indicate that the third of sites proposed are likely to flood and the existing drainage system is inadequate. Any further development will add to the problems currently experienced by residents

in the recent Boxing Day floods of 2015.

- The electricity substation has now exceeded its capacity of only a further additional 100 dwellings. Any upgrade will require a hugely costly expense.
- A second children's play area should be included in Silsden. There are presently only children's play areas within the actual park. Silsden is a sizeable area and another play area should be considered in the South/West of the town should more housing be granted.
- Management of change in the Conservation Areas.

4.39 We then built on this early engagement by holding two drop-in events at:

- Silsden Methodist Church - Friday 26th September 2014 1 pm to 9 pm
- Steeton HUB - Saturday 27th September 2014 1pm to 9pm

4.40 A questionnaire was made available at these meetings and online in order to gauge local opinion about the positive aspects of the area as well as issues and potential improvements that could benefit the local communities. The questionnaire could be handed in at one of the consultation events or sent by post or email to the Steeton with Eastburn Parish Council clerk. In total, 44 questionnaires were returned. There was general consensus that Silsden and Steeton with Eastburn have a number of good attributes:

- Small friendly communities
- Easy access to beautiful countryside on the doorstep and further afield – the coast, Lakes, Dales
- Good rail links
- Good independent local shops
- Low levels of crime

But there are some significant issues:

### **Environment**

- Drainage and flooding issues e.g. The Beck near St John's Street in Silsden
- Development threat to the Green Belt in the neighbourhood area and the area's surrounding countryside – brownfield sites

should be used first

- The Leeds and Liverpool Canal is an under-used and neglected asset
- Silsden Park is neglected – it needs investment and a development plan
- Litter around takeaways
- Dog Fouling

### **Housing**

- The scale of proposed housing is too great – there is insufficient infrastructure to cope (roads, drainage, schools, medical facilities)
- BUT there is a need for affordable and sheltered housing

### **Employment**

- Need for new employment opportunities in the area
- New start-up businesses should be encouraged

### **Community Facilities and Services**

- No banks
- Vacant shops
- Dentist/GP surgeries are over-stretched
- Need to make better use of Silsden Town Hall
- More community buildings required in Silsden to accommodate the needs of particular groups which are aren't available elsewhere in the town.
- Silsden: improved community facilities in the park, a new pavilion, café and toilets

### **Traffic and Transport**

- Speeding traffic – need for traffic calming and introduction of 20mph limits in built-up areas
- Access to Steeton station from Silsden is poor and dangerous, particularly for pedestrians. Crossing the bypass is a significant problem
- Poor quality of footpaths
- Parking issues, especially at Steeton station
- Volume of traffic, particularly HGVs, on the main road through Silsden. Need for a bypass

- More cycle paths are needed
- Silsden centre is not wheelchair friendly
- Canal towpath improvements are required
- Bus and rail timetables do not marry up
- Access to the station and all new footpaths to include access for people with disabilities

- 4.41 A letter inviting comment was sent to 305 local businesses in September 2015. Just 2 responses were received. The one issue identified was the potential to increase usage of the sports and leisure areas around Silsden Cricket Club.
- 4.42 During the summer of 2015 a “call for development sites” was held by the two councils. This resulted in only a handful of submissions. Most of which were already allocated sites, or sites in the Green Belt.
- 4.43 Following these early consultation exercises a draft plan was prepared in early 2016. This document was consulted on widely and a small number of responses were received. These have been analysed and taken into account in the preparation of this document.
- 4.44 The councils have also placed information on the two parish web sites, issued press releases, and used other methods of awareness raising. Overall, the two councils have sought to engage with as many groups as possible in the community and voluntary sector, the public sector, and private sector in including the Airedale Partnership.

## **Regulation 14 Consultation**

- 4.45 Part of the NDP preparation process (Figure 2) includes a formal minimum six-week consultation: the Regulation 14 consultation. This was held 3<sup>rd</sup> February to 17<sup>th</sup> March 2017 with copies of the plan placed on the web site, drop-in sessions held and opportunities for residents, landowners, agencies and others to make formal representations on the content of the plan.
- 4.46 These representations were considered and assessed by the Neighbourhood Plan Working Group and have resulted in further changes and refinements to the NDP. These were agreed by the councils and form part of this submitted NDP. A full summary of this consultation, the responses and how they have helped shaped the NDP can be found in the Consultation Statement that

accompanies the submitted NDP.

## Objectives

- 4.47 So, what do we intend to do about the key issues identified? Having considered these issues carefully and having looked at a wide range of evidence we have identified a number of objectives for our NDP. These are:

### **Steeton with Eastburn and Silsden NDP Objectives**

**OBJECTIVE 1 – To promote sustainable housing development**

**OBJECTIVE 2 – To conserve and enhance the area's built heritage**

**OBJECTIVE 3 – To conserve and enhance the area's natural environment**

**OBJECTIVE 4 – To protect and promote a vibrant countryside**

**OBJECTIVE 5 – To ensure all new development includes suitable infrastructure to address its needs and any new impact it may have on the wider community**

**OBJECTIVE 6 – To protect and enhance the vitality and viability of local centres and shopping areas**

**OBJECTIVE 7 – To support economic growth and local employment opportunities**

**OBJECTIVE 8 – To support improvements to the transport network that meet the needs of all users**

**OBJECTIVE 9 – To protect and enhance existing community and recreation facilities**

**OBJECTIVE 10 – To support the growth and development of tourism**

# 5

## Strategic Planning Policy

5.1 The NDP must be in general conformity with strategic planning policy for the area. This is contained in two documents prepared by CBMDC:

- ❖ The saved policies of the Bradford Replacement Unitary Development Plan; and
- ❖ The Bradford Local Plan Core Strategy (LPCS)

The development plan in Bradford will also include a number of other documents, such as the Site Allocations Development Plan Document. Full details of these can be found in the Local Development Scheme<sup>1</sup>.

### **The saved policies of the Bradford Replacement Unitary Development Plan<sup>2</sup>**

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<sup>1</sup> <https://www.bradford.gov.uk/planning-and-building-control/planning-policy/local-development-scheme/>

<sup>2</sup>

[http://www.bradford.gov.uk/bmdc/the\\_environment/planning\\_service/unitary\\_development\\_plan](http://www.bradford.gov.uk/bmdc/the_environment/planning_service/unitary_development_plan)

- 5.2 The Bradford Replacement Unitary Development Plan (RUDP) was adopted in 2005. Many of the policies have been superseded by the LPCS, but some are “saved” and remain part of the development for the district until replaced by policies in this NDP or another development plan document, such as the Site Allocations Development Plan Document.
- 5.3 The policies and proposals in this NDP have been prepared so as to be in general conformity with the saved policies of the RUDP. How this has been achieved is set out in detail in the Basic Condition Statement that accompanies this NDP.

## **Bradford Local Plan Core Strategy**

- 5.4 The most recent expression of strategic planning policy is set out in the Bradford Local Plan Core Strategy (LPCS). Adopted in July 2017, and covering the period to 2030, as does this NDP, the LPCS has superseded much of what was in the RUDP, but it does not deal with site specific issues. The NDP, where appropriate, now seeks to deal with some of these more detailed matters.
- 5.5 Under the LPCS, Steeton with Eastburn and Silsden are identified as Local Growth Centres. The key elements of the LPCS relevant to the NDP are set out in Policy Sub Area Policy AD1 – Airedale, see Figure 4. In accordance with Policies H03 and EC3, Airedale will accommodate 8,450 dwellings in the period up to 2030 and an increase of new employment land of 30 ha. Just over 20% of the new homes have to be found in the NDP area:

- ❖ **Silsden 1,200**
- ❖ **Steeton with Eastburn 700**

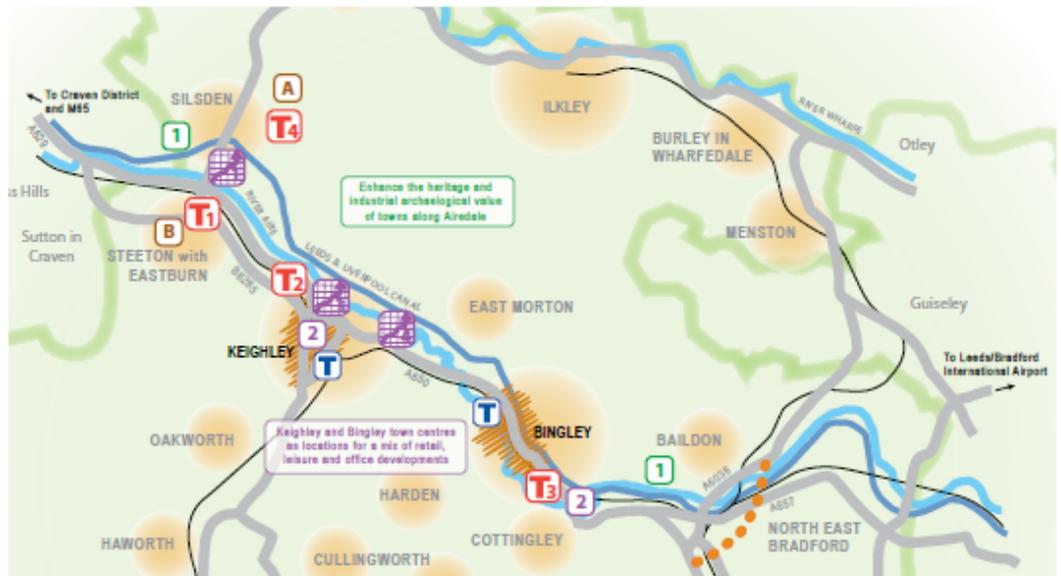
- 5.6 Silsden will see the creation of more than 1,200 new homes with associated community facilities and the creation of Silsden Rural Business Park. Supporting highway infrastructure will be provided together with good walking and cycling links to Silsden and Steeton railway and bus interchange station.
- 5.7 Steeton with Eastburn will see the creation of 700 new homes including some local Green Belt changes in sustainable locations and associated community facilities and high-quality employment areas

with good walking and cycle links to Silsden and Steeton railway and bus interchange station.

- 5.8 CBMDC have recently commenced consultation on a partial review of the LPCS. This consultation can be found [here](#) and runs until 22<sup>nd</sup> February 2019. Given the very early stages of this review the implications for the NDP are considered to be very limited at this stage.

**Figure 4 – Airedale Spatial Vision Diagram, Bradford  
Local Plan Core Strategy** (Source: Bradford CMDC Local Plan Core  
Strategy (July 2017))

Figure AD1: Spatial Vision Diagram – Airedale by 2030



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**Key**

**Airedale Policy AD1**

- AD1B Urban Regeneration and Renewal Priority Areas
- AD1D Economic Development
- AD1E Environment
- AD1F Transport
- Trainline
- River
- Canal
- Road
- Existing train station
- Proposed train station
- Proposed Road Infrastructure

**Growth Areas**

- Silsden
- Steeton with Eastburn

**Economic Development**

- Silsden Business Park
- Keighley and Bingley - Principal focus for indigenous economic development including starter units for SMEs and business parks for larger digital, design, financial and service sectors
- Royd Ings
- Dalton Lane Business Innovation Centre

**Environment**

- Improve green infrastructure along Airedale River, Canal and Transport Corridor

**Transport**

- Bus and Rail Interchange at Silsden and Steeton
- Hardings Road / Keighley Town Centre Improvements
- Bingley Interchange
- Highway Improvement to East of Silsden

# 6

## Policies and Proposals

- 6.1 This chapter of the NDP sets out the planning policies and proposals that will be used to help us achieve the overall aim and individual objectives. Each policy is set out under the appropriate objective with an accompanying narrative text that sets out why the policy is needed, a summary of the evidence used<sup>3</sup> to justify inclusion of the policy and any other relevant information. The NDP is also published alongside a set of Policies Maps. The policies in the NDP and the other policies that go to make up the development plan, such as the Local Plan Core Strategy, should be read as a whole.

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<sup>3</sup> A separate Planning Policy and Evidence Base Review also accompanies the submitted plan.

## **OBJECTIVE 1 – To support sustainable housing development**

- 6.2 The NDP will support LPCS Policy SC4 in promoting Steeton with Eastburn and Silsden as “Local Growth Centres”. This will primarily be achieved by supporting housing development on already allocated sites in the adopted Replacement Unitary Development Plan and those that come forward through CBMDC’s Site Allocations Plan.
- 6.3 The NDP does not seek to allocate land for housing. Initially, this had been one option considered when drawing up this NDP: a “call for sites” was held in summer 2015. The results of this exercise were disappointing. Only a handful of housing sites were put forward in total. These fell in to two categories: existing development plan allocations for housing; or Green Belt sites. In the case of the former, the NDP supports the continued allocation of these sites for housing – there is no need for the NDP to say anything further on these sites. On the latter, Green Belt is a strategic planning policy matter and the NDP acknowledges that this will be dealt with through the review of the LPCS and the Site Allocations Development Plan Document.
- 6.4 Given the Green Belt constraints, the NDP will support growth in Steeton with Eastburn and Silsden within the existing settlement boundary, as shown on the Policies Map, and will seek to influence the form and type of new housing development in the area up to 2030.

6.5 **POLICY SWES1 – HOUSING DEVELOPMENT WITHIN THE EXISTING URBAN AREA OF STEETON WITH EASTBURN AND SILSDEN**

**Development for new housing will be supported, in principle, within the settlements of Steeton with Eastburn and Silsden when, where possible, it:**

- a) re-uses previously developed land, providing that such land is not of high environmental value; or it re-uses an existing building. Where planning permission is required buildings currently or last in use for business or industrial use (B1, B2

- and B8 uses) and not identified under Policy SWES15 of this NDP, the applicant must be able to demonstrate that the building is no longer suitable for such a use in terms of location, accessibility, adjacent land uses, environmental impacts and lack of demand (i.e. where it can be shown that the site has been continuously marketed for employment uses at local land values for a period of at least two years);
- b) would not lead to the loss of open space or community facilities identified for protection in this plan unless the provisions in Policies SWES15, SWES16 and SWES17 can be met; and
  - c) it would not have a significant and demonstrable adverse impact on existing and planned infrastructure.

6.6 Policy SWES1 will be used to support future housing growth within the existing settlement boundary. Within the urban area the priority should be to re-use previously developed land and existing buildings. In doing this, the right balance needs to be struck to ensure that housing development does not lead to the loss of employment premises and community facilities. This is to ensure that the area develops sustainably with new housing retaining access to local employment and facilities; reducing the need to travel; and creating a healthy community. The LPCS sets a target of only 15% of new housing in the area being on previously developed land. This target acknowledges the fact that a number of existing allocations are greenfield and substantial new growth in the area is dependent on a possible change to the Green Belt boundary.

6.7 **POLICY SWES2 – DESIGN OF NEW HOUSING DEVELOPMENT WITHIN THE STEETON WITH EASTBURN AND SILSDEN NEIGHBOURHOOD PLAN AREA**

**To ensure new housing development is of good quality design, such developments should be designed in such a way that they have suitable regard to the following criteria:**

- a) They conserve and enhance the locally distinctive built, historic and natural environment assets, both designated and non-designated of the neighbourhood area;
- b) The design makes good use of site characteristics and surroundings, including:

- I. Layout and use and form of space within the site**
- ii. Siting**
- iii. Scale**
- iv. Height**
- v. Proportions and massing**
- vi. Orientation**
- vii. Architectural detailing**
- viii. Landscape, existing plants, trees and other features**
- ix. Materials**

- c) There is no significant adverse impact on residential amenity for existing and future occupiers of the development or in the surrounding area;**
- d) The development minimises resource use and helps to meet climate change targets, including by minimising surface water run-off and use of sustainable drainage systems and green technologies;**
- e) The proposal provides easy access for all members of the community. Layouts should provide an integrated, safe, attractive environment for pedestrians and cyclists (particularly children, the elderly and those with disabilities and impaired mobility);**
- f) Proposals should provide safe environments that “design out crime”;**
- g) Any recreational open space provision required in the proposed development should preferably be in a central location within the overall development, fully integrated and suitably overlooked by adjacent housing;**
- h) Proposals should include measures for future maintenance of open spaces, hard and soft landscaping and other public areas;**
- i) Development proposed on the edge of the settlements should improve access to the countryside, enhance the local landscape and protect views in to and out of the site;**
- j) There should be suitable provision of suitable space (in terms of size and no negative impact on the public realm) for waste and recycling bins and containers; and**
- k) Proposals should include appropriate and adequate lighting, particularly in the more rural parts of the neighbourhood area.**

6.8 To ensure all new development is of good quality design proposals will be assessed against the criteria in Policy SWES2 and applicants should consult the policy when drawing up planning proposals. This is in line with national planning policy which seeks to achieve-designed places. Policy SWES2 also provides further detail to sit alongside planning policy to promote housing quality (Policy H09) in the LPCS.

6.9 In particular, Policy SWES2 seeks to ensure that new housing development has particular regard to the importance of the distinctive local built heritage, natural environment (designated and non-designated) and the local landscape. This includes the historic cores of the settlements with their robust stone buildings, including homes, shops, places of worship and work set within the wide valley landscape of smaller settlements, isolated originally farmsteads, enclosed fields, wood and moorland. New development should be designed so that it makes a positive contribution to enhancing this distinctiveness and ensuring that it would not lead to significant adverse impacts on these key assets. Policy SWES2 should, in particular, be read alongside LPCS Policy DS1 *Achieving Good Design*. Policy SWES2 provides additional local detailed policy for the neighbourhood area and, in particular, criterion B of Policy DS1 that seeks to achieve good design and high quality places by ensuring development is informed by a good understanding of site area and context.

6.10 **POLICY SWES3 – HOUSING DENSITY**

**To ensure new housing development in the neighbourhood area makes the best and most effective use of land development should seek to achieve a minimum density of 30 dwellings per hectare. Higher densities should be considered in the following locations:**

- a) **in areas within reasonable walking distance of the rail station and bus routes served by daily, frequent bus services;**
- b) **in the historic cores of the towns where higher densities are traditionally more common and where higher housing densities may result in development more in keeping with the character of the surrounding area; and**
- c) **on sites with good, safe access to the local primary road network and where densities higher than the minimum would not result in significant and demonstrable adverse**

**road traffic impacts.**

- 6.11 National planning policy seeks to promote an effective use of land. One way of doing this is by setting policy for the density of housing development – such policies should reflect local circumstances. The LPCS sets a minimum density of 30 dwellings per hectare, this is needed to meet the district’s growing population and due to the relatively constrained supply to meet that need.
- 6.12 Policy SWES3 supports LPCS Policy HO5 and also sets out specific local circumstances, as identified in LPCS Policy HO5, when housing densities could exceed the minimum and help to support strategic planning policy. In respect of this NDP, this should be the aim of development of sites in areas within reasonable walking distance (at the time of publication such assessment should be made in relation to Institution of Highways and Transportation guidelines<sup>4</sup>) of the rail station and main bus routes. It may also be desirable in the historic cores of the three towns where higher densities are, traditionally, more common (with terraced housing and smaller gardens) and where higher housing densities may result in development more in keeping with the character of the surrounding area, particularly if more suburban layouts and lower suburban densities are being considered. Avoiding the latter will help to ensure that new development integrates and is compatible with these higher density areas. Higher densities may also be possible on sites with good access to the local primary road network unless the transport impacts of such development would result in residual cumulative impacts that are severe.

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<sup>4</sup> Guidelines for Providing for Journeys on Foot, Institute of Highways and Transportation, 2000

## **OBJECTIVE 2 – To conserve and enhance the area’s built heritage**

6.13 The policies in this section set out how we will protect non-designated heritage assets. Designated heritage assets, such as Conservation Areas and listed buildings, already have existing protections under other legislation.

### **6.14 POLICY SWES4 - PROTECTING LOCAL NON-DESIGNATED HERITAGE ASSETS**

**Development should conserve and enhance the local, non-designated heritage assets listed below and shown on Policies Maps 2 to 11 (Appendix 1):**

#### **Silsden**

**SWES4/1 - 27 and 27A North Street**

**SWES4/2 – Highfield House corner of Pickard Lane and Browfield Terrace**

**SWES4/3 - 15 Chapel Street (previously used as the Primitive Methodist Chapel)**

**SWES4/4 - 10 Briggate**

**SWES4/5 – 16 Briggate**

**SWES4/6 - 2 to 6 Briggate**

**SWES4/7 - 7-9 Briggate**

**SWES4/8 - Silsden Town Hall, Kirkgate**

**SWES4/9 - Airedale Shed, rear of Nicholson’s Place**

**SWES4/10 - Silsden New Methodist Church**

**SWES4/11 - Co-operative Building, 74 Keighley Road, Keighley Road**

**SWES4/12 - Co-op shop, 1-3 St. John’s Street**

**SWES4/13 - Cat Steps and fire hydrant, Back of Stirling Street**

**SWES4/14 - Corn Mill House, Keighley Road**

**SWES4/15 - Drover’s route by ford along Sykes Lane**

**SWES4/16 - High Bank House, next to the canal, off Sykes Lane**

**SWES4/17 – 1, 3, 5, 18a and 18c North Street**

**SWES4/18 – Former Library Building/Board School**

#### **Steeton with Eastburn**

**SWES4/19 - Barrows House, 16, Barrows Lane**  
**SWES4/20 - 1, and 3 Hill Top, off High Street**  
**SWES4/21 - The Goats Head Pub, Keighley Road**  
**SWES4/22 - 27, Station Road**  
**SWES4/23 - Croft House, Mill Lane**  
**SWES4/24 - 2 Elmsley Street**  
**SWES4/25 - Holmes House and attached barn, St. Stephen's Road**  
**SWES4/26 - Woodlands, Summerhill Lane/Station Road, Steeton**  
**SWES4/27 - Poplars Lodge, Summerhill Lane**  
**SWES4/28 - Oakfield Lodge, Summerhill Lane**  
**SWES4/29 - Bridge over Steeton Beck in Redding Wood**

**Stone setts, where they remain part of the streetscene should be retained. The opportunity for original stone setts to be reinstated as part of the streetscene will be encouraged.**

**Where renovations, or alterations, requiring planning permission of the assets listed above is proposed such changes should be designed sensitively, and with careful regard to the asset's historical and architectural value and appropriate attention to the asset's setting.**

**Where a proposal would result in the loss of, or substantial harm to a local non-designated heritage asset, such proposals will only be supported when the public benefit of the proposal outweighs the loss or harm to the asset and its setting. Development resulting in the loss of, or substantial harm to the asset, may be subject to a planning condition, or conditions, to ensure that development takes place after the loss or harm has occurred.**

**Planning proposals will also be assessed against relevant adopted CBMDC policies for their impact on non-designated heritage assets, heritage assets with or potential to have archaeological value and the wider historic landscape.**

- 6.15 As well as the neighbourhood area's designated heritage assets, such as listed buildings and the Brunthwaite, Steeton, Silsden and Leeds and Liverpool Canal Conservation Areas the area also has many non-designated heritage assets that contribute to the rich and distinctive built environment. In line with national planning policy, and the

LPCS (Policy EN3 (F)), that requires **“proposals to protect or enhance the heritage significance and setting of locally identified non-designated heritage assets, including buildings, archaeological sites and parks, landscapes and gardens of local interest.”** This NDP has taken the opportunity, using published guidance from Historic England, to identify a local list of heritage assets that should be conserved and enhanced. A number of the identified assets are also identified as key unlisted buildings in CBMDC’s Conservation Area Appraisals. Local groups, including the Civic Society have also been involved and engaged in drawing up the list of non-designated heritage assets.

- 6.16 Separately, Silsden Town Council are encouraging CBMDC to review the boundary of the Silsden Conservation Area. This would extend the Conservation Area on North Street to include the already listed Townhead buildings which would bring some of the town’s oldest buildings in to the Conservation Area. Silsden Town Council would also like to extend the Conservation Area to the south of the town to protect part of the old coach road, on Sykes Lane.
- 6.17 As well as non-designated heritage assets with historic or architectural value, the area also has several non-designated heritage assets of archaeological value and a wider, rich historic landscape. To ensure that these assets and the historic landscape is considered appropriately in planning proposals, such proposals will be assessed against policies in the LPCS.

## **OBJECTIVE 3 – To conserve and enhance the area’s natural environment**

6.18 The neighbourhood plan area has many significant natural environmental assets. NPPF set out that the planning system should “contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. (NPPF, para. 170).

6.19 **POLICY SWES5 - PROTECTING LOCAL NON-DESIGNATED BIODIVERSITY AND GEODIVERSITY ASSETS**

**Where development proposals affect non-designated sites and features of local biodiversity and geodiversity such proposals should seek to conserve and enhance those assets. This includes woodland, moorland, wetlands, watercourses, grasslands, hedgerows and walls and former quarries.**

**If significant harm cannot be avoided, adequately mitigated, or compensated for within the neighbourhood plan area then planning permission will not be supported.**

6.20 The neighbourhood plan area includes a number of designated sites of ecological and geological importance, including:

**Site of Special Scientific Interest/Special Area of Conservation (SAC) and Special Protection Area (SPA)**

South Pennine Moors

**Sites of Ecological or Geological Importance (SEGI) Regionally Important Geological Site**

Doubler Stones,

**Sites of Geological Interest**

Throstle Nest, Silsden  
Steeton Reservoir, Steeton

**Sites of Local Nature Conservation Importance/Bradford Wildlife Areas**

Leeds Liverpool Canal  
Doubler Stones, Silsden  
Throstle Nest, Silsden  
Steeton Reservoir, Steeton

- 6.21 These sites already have existing protections. The NDP does not seek to replace these, but, through Policy SWES5 seeks to protect so-called non-designated ecological and geological assets in the area. If significant harm cannot be avoided to sites and features covered by this policy that harm should be adequately mitigated or compensated for (offset) elsewhere within the neighbourhood plan area. If neither mitigation nor compensation is possible planning permission will be refused.
- 6.22 Natural England identifies several landscape character areas. The neighbourhood plan area falls within the South Pennines Landscape Character Area<sup>5</sup>. This is a “broad brush” characterisation covering a very large area but the key policy aims recommendations are relevant to the neighbourhood plan area: preserving the character of the uplands e.g. by retaining field boundaries; protecting historic and archaeological features; and developing the area’s use for recreation in a sensitive way.

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<sup>5</sup> <http://publications.naturalengland.org.uk/map?category=587130>



View over Steeton and Eastburn from the Leeds and Liverpool Canal

- 6.23 The Airedale area has one of the most complex landscape characters in Bradford district. The River Aire flows southwards down a broad U-shaped valley, with broad contrasts between the upper, open exposed pastures (land above 250m) and the settlements on the valley floor and lower valley slopes.
- 6.24 CBMDC's existing *Landscape Character Supplementary Planning Guidance*<sup>6</sup> breaks the neighbourhood plan area in to five further distinct areas: upland pasture; enclosed pasture; floodplain pasture; wooded valley and wooded incline, see Figure 5, page 46. The enclosed pastures around Silsden and the wooded incline around Steeton have a particularly strong character. The change in landscapes across a relatively short area also forms part of the character of the area with change from the tranquil upland pastures to the busier, urban areas on the lower slopes and valley floor.
- 6.25 To ensure that new development takes appropriate account of this landscape and enhances, and does not have a significant adverse impact, development proposals will be assessed against the detailed

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<sup>6</sup> <https://www.bradford.gov.uk/planning-and-building-control/planning-policy/landscape-character-assessment-supplementary-planning-document/>

criteria in Policy SWES6. Policy SWES6 takes the work on landscape produced by Natural England and CBMDC and identifies key features that should be used in preparing and determining planning applications. This approach supports and provides more detailed policy guidance to help implement LPCS PolicyEN4: *Landscape* that seeks to ensure that plans, policies and proposals make a positive contribution to the conservation, management and enhancement of the diversity of landscapes in the District, including the Airedale landscape.

## 6.26 **POLICY SWES6 – AIREDALE’S VALUED LANDSCAPE**

**New development proposals, where appropriate, will be required to incorporate the following landscape design principles in order to protect and enhance the valued landscape character of the area:**

- a) **Layout and design should be appropriate to the area and should create a good quality-built environment which integrates with the distinctive local built form and landscape;**
- b) **Development proposals likely to result in significant visual impacts are required to be supported by a landscape visual impact assessment setting out how the design aims to respect and respond positively to the character of the site and its surrounding area;**
- c) **Retention and conservation of existing field boundaries, especially in areas of enclosed pasture;**
- d) **Retention of trees, areas of woodland, hedgerows and stonewalling. Any additional planting should be of suitable native species, well related to existing woodland and be concentrated in areas where it will have a suitable visual impact;**
- e) **Conservation of cultural, historic and archaeological assets;**
- f) **Protection and enhancement of important views by limiting the height or visibility of large vertical structures. In assessing impacts on such views particular regard should be had to:**
  - i. **Views of, and from, the wooded incline and tower above Steeton;**
  - ii. **Views of Rombalds Ridge;**
  - iii. **Views of Airedale from Silsden Road and Holden Lane;**

- iv. Views along the floodplain pastures in Silsden;
- v. Views along and from the Leeds and Liverpool Canal;
- vi. Views from the towns of upper valley slopes and pastures;
- g) Careful siting, design and screening of any development on upper slopes;
- h) Strict control of urban influences on upper slopes and the Aire floodplain, including infrastructure and lighting; and
- i) Conservation and retention of historic, narrow lanes.

6.27 As well as landscape, the NDP will seek to protect the area's green infrastructure (GI). GI is the whole network of grasslands, woodlands, hedges, lanes, rivers, ponds, streams and the Leeds and Liverpool Canal that together form a network across the area. The rivers, ponds, stream and canals are sometimes referred to as blue infrastructure. The network performs multiple functions, including: providing opportunities for informal recreation; a haven and routes and corridors for wildlife; a recreation area; and, overall, contributes to the two urban areas' settings; and contributes to residents' health and well-being.

6.28 **POLICY SWES7 – GREEN AND BLUE INFRASTRUCTURE**

**Development proposals should conserve and enhance the neighbourhood plan area's green and blue infrastructure network. Where appropriate, development proposals should incorporate the following:**

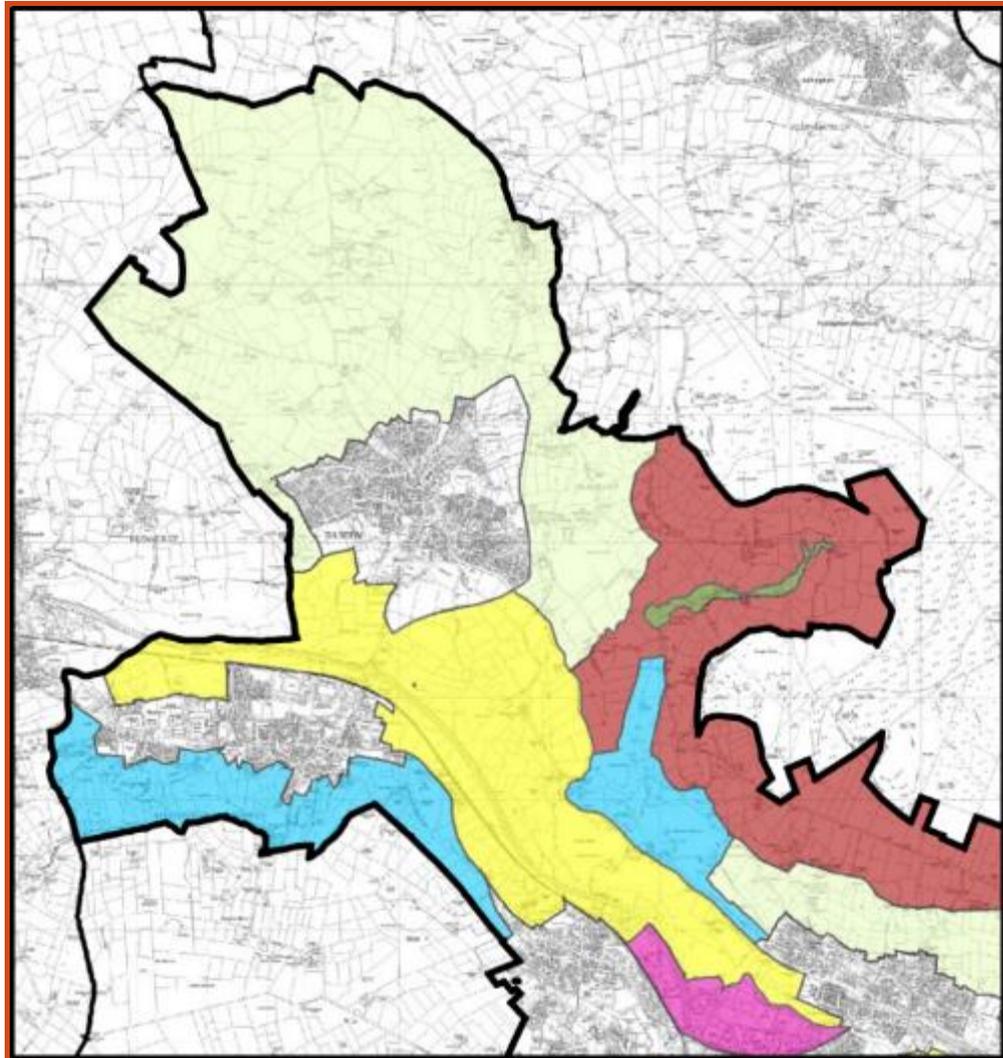
- a) Improved access to the existing network of green infrastructure, including watercourses and the Leeds and Liverpool Canal;
- b) Links to encourage walking and cycling to the Silsden Local Centre, the rail station, key local community facilities and major employment areas;
- c) Links from the urban fringe to the surrounding green infrastructure network in the more rural parts of the parishes, unless this would lead to additional pressures on the South Pennine Moors SPA/SAC;
- d) Measures to reduce habitat fragmentation and to create inter-connecting corridors; and
- e) Within the urban area, new tree planting and other planting,

**of suitable native species along roads and streets.**



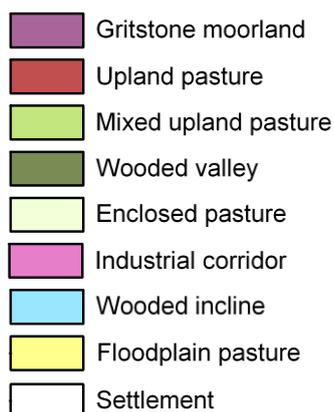
Canal at Silsden

**Figure 5 – Landscape Character** (Source: CBMDC Landscape Character Supplementary Planning Guidance, 2008)



Map Key for Airedale





## **OBJECTIVE 4 – To protect and promote a vibrant countryside**

6.29 Much of the countryside in the neighbourhood plan area is protected from inappropriate development by Green Belt policy. The fundamental aim of Green Belt policy is to keep land permanently open. But, as well as wanting to protect the open countryside we also want to ensure that it remains a vibrant countryside, with thriving agriculture, rural businesses, recreation and tourism.

6.30 National Green Belt policy encourages local planning authorities to plan positively enhance for the beneficial use of the Green Belt: by looking for opportunities to provide access and to provide opportunities for outdoor sport and recreation. In seeking to promote a vibrant countryside Policy SWES8 sets out how the NDP will encourage and manage this. In addition, a small number of routes, some of historic significance, have been identified that should be protected to maintain access to the countryside, retain the integrity of the footpath and bridleway network and retain a connection with the area's historic development.

6.31 **POLICY SWES8 – ACCESS TO THE COUNTRYSIDE, COUNTRYSIDE SPORT AND COUNTRYSIDE RECREATION**

**To support access to the countryside, countryside sport and countryside recreation the following development will be supported:**

- a) **Creation of new access points in to, and routes through the countryside unless this would lead to additional pressures on the South Pennine Moors SPA/SAC;**
- b) **Open land uses that would not have a detrimental impact**

**due to noise, visual impact, landscape impact, or excessive traffic generation.**

**In particular, development proposals should seek to protect the following routes (shown on Policies Map 1):**

- c) Sykes Lane for its relative tranquility, green infrastructure, and hedgerows**
- d) The remaining sections of the original turnpike road, including Pot Lane, the bridleway at rear of Airedale Hospital, from Thornhill Road to Lyon Road, and the track north of the bridleway, running at the side of the Hospital sports field.**



Pot Lane. Part of the original Keighley to Kendal Turnpike Road

## **OBJECTIVE 5 – To ensure all new development includes suitable infrastructure to address its needs and any new impact it may have on the wider community**

6.32 All development should be assessed for the impact it has on the local community and area; and all new development should provide suitable infrastructure to cater for both immediate and future needs, whether that be roads, schools, telecommunications, drainage or any other of the range of needs new development can bring.

### **6.33 POLICY SWES9 – INFRASTRUCTURE FOR NEW DEVELOPMENT**

**Any identified additional infrastructure needs arising as a result of proposed new development must be addressed before planning approval is granted. Approvals will be conditioned so that, where necessary, infrastructure is in place preferably prior to development taking place, but, at a minimum, at appropriate times in the phasing of the development.**

**In particular, development proposals will be assessed against the following:**

- a) Site access and the need for any additional road capacity and public transport provision;**
- b) New infrastructure to ensure the development is accessible by foot and by cycle and by people with mobility impairment and that connections are made to link with existing walking and cycling routes;**
- c) Surface water drainage by using sustainable drainage systems (SUDs);**
- d) Suitable capacity in local infrastructure including flood defences, power supply, sewers, including the Aire Valley Low Level sewer; and**
- e) The need for any additional capacity in local services such as health and schools. In particular, development generating new primary school places in Steeton with Eastburn should provide for expansion of primary school places at Eastburn Primary School (currently having 205 places) and Steeton**

**Primary School (having 315 places, both schools are at capacity. In Silsden, any development generating the need for new primary school provision should provide for additional primary school places in Silsden, ideally at a new school.**

- 6.34 The Community Infrastructure Levy (CIL) is a new levy that will be raised on certain new forms of development, particularly housing. CIL will be charged based on the Charging Schedule adopted by CBMDC. The neighbourhood plan area could see significant new development in the future. This could, potentially, generate significant CIL receipts. A set proportion of these receipts will be passed by CBMDC to the parish councils – 15 % if we do not have a NDP; 25% if this plan is approved. The parish councils, therefore, think it important that the NDP sets out some of the specific proposals CIL, and, if necessary, other funding, could be used for in the neighbourhood plan area. Policy SWES10 sets out those areas the two councils will consider for spending of CIL monies they are in receipt of. This list has been prepared during consultation and in the light of CBMDC's Regulation 123 List. The list does not identify priorities for spending.

6.35 **POLICY SWES10 - COMMUNITY INFRASTRUCTURE LEVY (CIL)**

**Where consistent with the CIL Regulations the local priorities for spending the CIL monies made available to the Parish and Town Council are:**

- Bus service improvements, including improved bus services between Skipton and Silsden**
- Green infrastructure and public green spaces**
- Improvements at the rail station, including additional car parking**
- Pedestrian and cycling links to the station including a route suitable for people with disabilities**
- Bridge over the A629**
- Re-opening of Silsden's public toilets**
- Enhancement and maintenance of community and sport facilities**

## **OBJECTIVE 6 – To protect and enhance the vitality and viability of local centres and shopping areas**

- 6.36 This section of the plan sets out how the vitality and viability of Silsden Local Centre will be protected and enhanced. It also sets out how smaller village centres and local shops will be protected.



Silsden Local Centre

### **6.37 POLICY SWES11 – SILSDEN LOCAL CENTRE**

**Within Silsden Local Centre (see the Policies Map) development requiring planning permission for the following uses will be supported:**

- a) Retail (A1) for small shops and small supermarkets serving a local need;**
- b) Financial and professional services (A2);**
- c) Restaurants and cafes (A3);**
- d) Drinking establishments (A4); and**
- e) Community uses.**

**Offices and residential uses will be supported on upper floors. At**

ground floor level, such uses will only be supported when they would not have a significant adverse impact on the retail function of the Local Centre by way of reducing the number, location and quality of shop units in the centre. Residential development proposals should also show how adequate off-street car parking can be provided.

Proposals for hot food takeaways (Use Class A5) within Silsden Local Centre will only be supported when they would not lead to an over concentration of such uses to the detriment of the vitality and viability of the centre. In assessing such proposals regard will be made to the following:

- f) The number of existing hot food takeaway establishments in the immediate area and their proximity to each other;
- g) The proximity and potential impact on other uses, such as housing, shops, public houses and schools;
- h) The importance of the proposed location for local shopping, and the number, function and location of shops that would remain after the development to serve the local community;
- i) The potential benefits of the proposal for the wider community; and
- j) Any amenity, traffic or safety issues arising from the development.

Where any proposal would require a new shopfront, these will be encouraged to be of good design and enhance the character of the area, particularly in the Conservation Areas. Particular attention should be given to retaining and reinstating traditional shop frontages; avoiding shutters and using more open `security grilles; lighting; and retention of any heritage features, such as date stones, name plates and decorative stonework.

In Silsden Local Centre the following proposals will be supported:

- Junction improvements at Bell Square and Clog Bridge Junctions
- Re-opening of the public toilets
- Enhancements to the environment of, and access to, Silsden Beck

6.38 Policy SWES11 carries forward for Silsden, unaltered, the defined

Local Centre boundary. Within this boundary new A1, A2, A3 and A4 uses, along with community uses will be supported. In supporting such uses, the neighbourhood plan recognises that the role of local centres is changing, within a broader pattern of changes to how consumers shop and access services. The approach in Policy SWES11 is flexible approach that will allow owners and developers to grow and pursue new business ventures in way that is sympathetic to the contemporary role and historic context of Silsden.

6.39 In the case of hot food takeaways Policy SWES11 adopts a stricter approach, but, nevertheless one that still allows such development providing it does not lead to an over-concentration of such uses and does not lead to any adverse impacts on other users, and uses in the local centre.

6.40 **POLICY SWES12 –STEETON WITH EASTBURN LOCAL CENTRE AND LOCAL SHOPS**

**Within Steeton with Eastburn Local Centre development requiring planning permission for retail shops serving a purely local need and food and drink uses (Use Classes A3 and A4) will be supported.**

**Elsewhere within the neighbourhood area, development that would lead to the loss of retail and food and drink uses (Use Classes A3 and A4) will only be supported when it can be demonstrated by the applicant that such development would not have a detrimental impact on the vitality and viability of these areas by way of:**

- a) Loss of retail floorspace at ground floor level;**
- b) Loss of a key non-residential building;**
- c) Loss of off-street car parking; and**
- d) Interruption of a non-residential frontage.**

**Outside of the defined Local Centres development to enhance existing small shop uses will be supported when it would not have an adverse impact on residential amenity or traffic congestion.**

6.41 The smaller Local Centre of Steeton with Eastburn, as defined under Policy EC5 of the LPCS, serves more local shopping and service needs than Silsden. To reflect this, Policy SWES12 will support retail,

and food and drink uses (Use Classes A3 and A4) that serve such local need. In preparing the NDP consideration was given to defining a boundary for Steeton with Eastburn Local Centre, given the dispersed and fragmented nature of the centre this was considered impractical.

- 6.42 Outside of the Local Centres there are a small number of individual local shops. Development proposals to enhance and improve such premises to support their continued retail use will be supported.

## **OBJECTIVE 7 – To support economic growth and local employment opportunities**

6.43 This section of the NDP sets out how we will support the growth and development of local business and the growth and diversification of local employment by:

- Protecting existing employment areas and sites; and
- By encouraging certain forms of economic development.

6.44 The neighbourhood plan area has seen economic development over many years, and has a rich industrial past. As a result, there are many buildings providing local employment, both old and new, that will continue to provide the basis for continued economic growth. Further economic development will be supported in these areas, however, such areas come under pressure for other land uses, such as housing and retail, to ensure the stock of employment premises is maintained and to provide a degree of certainty as to the future of these areas they will be protected by policy SWES13. Policy SWES13 identifies those sites that will be protected and assessed using Policy EC4: *Sustainable Economic Growth* of the LPCS should alternative uses be proposed on the sites.



Eastburn Works, Skipton Road, Eastburn

6.45 **POLICY SWES13 - PROTECTING LOCAL EMPLOYMENT SITES**

**To maintain a full range of employment opportunities in the neighbourhood area the following sites also shown on Policies Map 1 will be protected for employment use:**

**Silsden**

- SWES13/1 - Airedale Factors, Silsden**
- SWES13/2 - Briggs Printers Site, Silsden**
- SWES13/3 - Habasit Site, Silsden**
- SWES13/4 - Howden Road, Silsden**
- SWES13/5 - Naylor Myers Site, Silsden**
- SWES13/6 - Silsden Rural Business Park, Silsden**

**Steeton with Eastburn**

- SWES13/7 - Airedale Hospital, Steeton**
- SWES13/8 - Eastburn Works, Skipton Road, Eastburn**
- SWES13/9 - Eastburn Mills, Main Road, Eastburn**
- SWES13/10 - Kadugli House, Steeton**
- SWES13/11 - Millennium Business Park/Steeton Grove, Steeton**
- SWES13/12 - Old Goods Yard, Old Station Road, Steeton**

**Development for business (B1), general industrial (B2) and warehousing uses (B8) will be encouraged in these areas.**

**Planning approval for uses outside of the above will only be supported when it meets the criteria in Policy EC4 of the Local Plan Core Strategy.**

- 6.45 There is also a need to support the development of smaller businesses (defined by the government and European Commission as micro-businesses and employing fewer than 10 people) in the neighbourhood area. These could be small start-up businesses that involve homeworking or larger micro-businesses that require their own premises. Many of these businesses can be carried out across the urban parts of the neighbourhood areas, including residential areas, and providing they do not lead to any significant adverse impacts on

existing and future residential occupiers or the local road network. Policy SWES14 seeks to support the approach set out in LPCS Policy EC4: *Sustainable Economic Growth* that seeks to support development in priority business sectors and clusters and supports the provision of live-work premises.

6.46 **POLICY SWES14 – MICRO-BUSINESSES**

**Proposals requiring planning permission for micro-business development (less than 10 employees) within the existing urban area will be supported when they do not have any significant adverse impact on the amenity of existing and future residential occupiers; provide adequate car parking; and do not lead to residual cumulative impacts on the local road network.**

## **OBJECTIVE 8 – To support improvements to the transport network that meet the needs of all users**

- 6.47 The NDP consultation process highlighted several concerns in relation to local transport issues. Many of these concerns are in relation to the frequency and quality of services, traffic congestion, road safety and bad driving. Often these are not planning matters that can be addressed in the NDP. Rather than ignore these important concerns, the councils have decided that they should be highlighted in the NDP as supporting actions that the councils will raise and work with others to deal with though related non-planning activity.
- 6.48 In particular, the councils will support the following local transport improvements over the lifetime of the plan:

### **Transport – Non-NDP Supporting Actions**

- Improve bus services between Silsden and Skipton
- Elliot Street/Keighley Road, Silsden junction improvements
- Junction improvements in Silsden Local Centre, see SWES11 above
- Sykes Lane, Silsden to be designated and protected as a “quiet lane” due to its heritage/green route qualities
- Improved walking, cycling and road access to Silsden and Steeton Station
- Improved pick-up and drop-off points and car parking at the Silsden and Steeton Station and bus interchange
- Better integration of bus and rail service timetables
- Pedestrian/cyclist bridge over A629
- Reinstated direct bus service between Silsden and Skipton



Steeton and Silsden Station

## **OBJECTIVE 9 – To protect and enhance existing community and recreation facilities**

6.49 This section of the NDP sets out the policies that will be used to protect and enhance community facilities.

6.50 **POLICY SWES15 - PROTECTION OF LOCAL COMMUNITY SITES AND BUILDINGS**

The following community sites and buildings shown on Policies Maps 12 to 14 (Appendix 2) will be protected:

**Silsden**

- SWES15/1 - Silsden Town Hall**
- SWES15/2 - Silsden Methodist Church**
- SWES15/3 - Silsden Post Office**
- SWES15/4 - Red Lion**
- SWES15/5 - Fire Station**
- SWES15/6 - Daisy Chain Children's Centre**
- SWES15/7 - Gloucester Road Community Centre**
- SWES15/8 - Our Lady of Mount Carmel Church**
- SWES15/9 - Silsden Health Centre premises**
- SWES15/10 - The Robin Hood Pub**
- SWES15/11 - St James Church**
- SWES15/12 - King's Arms Pub**
- SWES15/13 - The Punch Bowl Inn**
- SWES15/14 - Silsden Youth Centre**

**Steeton with Eastburn:**

- SWES15/15 - The HUB**
- SWES15/16 - Eastburn Post Office**
- SWES15/17 - Steeton Post Office**
- SWES15/18 - Eastburn Methodist Church**
- SWES15/19 - St Stephens Church Hall**
- SWES15/20 - The Nightingale Pub**
- SWES15/21 - Steeton Methodist Church**
- SWES15/22 - St Stephens's Church, Steeton**
- SWES15/23 - The Goat's Head Pub**

**SWES15/24 - Steeton Health Centre and Pharmacy**

**SWES15/25 - Cemetery**

**The change of use or loss of the community sites and buildings listed above to non-community uses will not be supported unless the following can be demonstrated:**

- a. **The proposal includes alternative provision, on a site within the area, of equivalent or enhanced facilities. Such sites should be accessible by public transport, walking and cycling and have adequate car parking; or**
- b. **It can be clearly demonstrated that the building or site is no longer viable or suitable for continued community use.**

6.51 The community sites and buildings listed in Policy SWES15 are the essential glue that helps bind the local communities. They provide homes for essential public services and spaces for social interaction and community and recreation and leisure pursuits. All of the listed sites and buildings will be protected unless a suitable alternative can be provided or it can be demonstrated that the site or building is no longer needed.

6.52 National planning policy also allows local communities, through neighbourhood development plans, to identify “Local Green Spaces” of “particular importance to them”. Once designated as such, local green spaces are offered very strong protection through the planning system: protection consistent with Green Belt protection. This is contained in paragraphs 99 and 100<sup>7</sup> of the National Planning Policy Framework. A number of green spaces were considered for designation as part of the NDP process. Those selected are set out on Policy SWSE16. A separate report setting out how the sites meet the Local Green Space designation criteria is submitted in support of this NDP.

---

<sup>7</sup> N.B The Local Green Space Assessment was undertaken prior to the publication of the revised NPPF in February 2019.

6.54 **POLICY SWES16 – LOCAL GREEN SPACES**

**The following sites also shown on Policies Map 1 are designated as Local Green Spaces. Development of these areas will only be permitted when consistent with national planning policy for Green Belt.**

**Silsden**

- SWES16/1 - Memorial Gardens**
- SWES16/2 – Bolton Road Allotments**
- SWES16/3 - Silsden Park**

**Steeton with Eastburn**

- SWES16/4- Memorial Gardens and Wood**
- SWES16/5 - Corn Mill Green**
- SWES16/6 - Eastburn Playing Fields**

6.55 In addition, as well as having a number of important local green spaces the neighbourhood area also has a number of sport and recreation facilities that provide a vital component to the life and well-being of the area. The NDP identifies these areas and seeks to encourage proposals to improve and enhance these facilities.

6.56 **POLICY SWES17 – PROTECTING AND ENHANCING SPORT AND RECREATION PROVISION**

**The sport and recreation facilities listed below and shown on Policies Map 1 will be protected for sport and recreation uses:**

**Silsden**

- SWES17/1 - Silsden Golf Course**
- SWES17/2 - Silsden Youth Centre, including MUGA and playing fields**
- SWES17/3 - Silsden Football Club**
- SWES17/4 - Silsden Cricket Club**
- SWES17/5 - Jackson's Field**
- SWES17/6 - Woodside Road Allotments (public and private)**

### **Steeton with Eastburn**

- SWES17/7 - Airedale Hospital Sports Ground**
- SWES17/8 - Airedale Mews Garden**
- SWES17/9 - Steeton Cricket Ground**
- SWES17/10 - Steeton Football Ground**
- SWES17/11 – Bowling Green and The Hub play area**
- SWES17/12 – The Paddock**
- SWES17/13 - Keighley Road Recreation Ground**
- SWES17/14 - Eastburn Rose Garden**
- SWES17/15 - Chapel Road Recreation Area**

**Development leading to the loss of these resources will only be supported if suitable alternative provision is made available elsewhere, to an equivalent or better standard, and within reasonable distance of the community it serves.**

## **OBJECTIVE 10 – To support the growth and development of tourism**

- 6.57 This section of the plan contains policy that seek to support the growth of local tourism.
- 6.58 Tourism in the neighbourhood plan area is a relatively underdeveloped resource given the area’s geographical location, assets and physical attributes. To try to address this the NDP will seek to support proposals for new tourist related development, including access to the wider countryside, where it would not lead to significant adverse impacts on existing natural resources.

### **POLICY SWES18 – TOURISM DEVELOPMENT**

**New tourism development will be supported when it meets the following:**

- a) When in the Green Belt, it is compatible with Green Belt policy as set out in national planning policy;**
- b) When in other rural areas outside the Green Belt it would not have an adverse impact on the local landscape, the countryside, natural or built heritage;**
- c) When in the defined or named local centres it would complement and enhance the wider centre; and**

- d) When elsewhere in the urban area enhancement and expansion of existing tourist related facilities where they do not have a significant adverse impact on residential amenity or the natural or historic environment; and**
- e) proposals that re-use, conserve and enhance assets of heritage value.**

**In particular, the following will be supported:**

- ❑ Further hotel (Use Class C1) development**
- ❑ Bed and breakfast accommodation and tourist related diversification of existing rural enterprises**
- ❑ Development of the canal area in Silsden to encourage and support growth in tourism**
- ❑ Promotion of walking and cycling by improvements to footpaths and rights of way**
- ❑ Creation of new links to tourism assets in the wider area**

# 7

## How to comment on this document

- 7.1 The Regulation 16 Submission Draft of the Steeton with Eastburn and Silsden Neighbourhood Development Plan is being published for formal consultation between **Tuesday 17<sup>th</sup> September and Tuesday 29<sup>th</sup> October 2019**
- 7.2 Copies of the plan and response forms can be accessed from the following web site:
- <https://www.bradford.gov.uk/planning-and-building-control/planning-policy/neighbourhood-areas/?Folder=Steeton-with-Eastburn+and+Silsden>
- 7.3 Comments on the plan must be made in writing, preferably using one of the response forms, by **5pm on 29<sup>th</sup> October 2019** and returned to:

**Local Plans Team  
City of Bradford Metropolitan District Council  
4th Floor, Britannia House  
Hall Ings  
Bradford  
BD1 1HX**

**E-mail: [planning.policy@bradford.gov.uk](mailto:planning.policy@bradford.gov.uk)**

# 8

## Monitoring and Review

- 8.1 Neighbourhood development plans are only valuable when kept up to date. The parish councils will monitor the policies and proposals in the NDP on an annual basis.
- 8.2 Where the need for change is identified the parish councils will work with CBMDC to produce updates and amendments where necessary.
- 8.3 Should significant sections of the NDP become out of date the parish councils will look to review the whole document by producing a revised NDP following the neighbourhood development planning procedure.

# Appendix 1

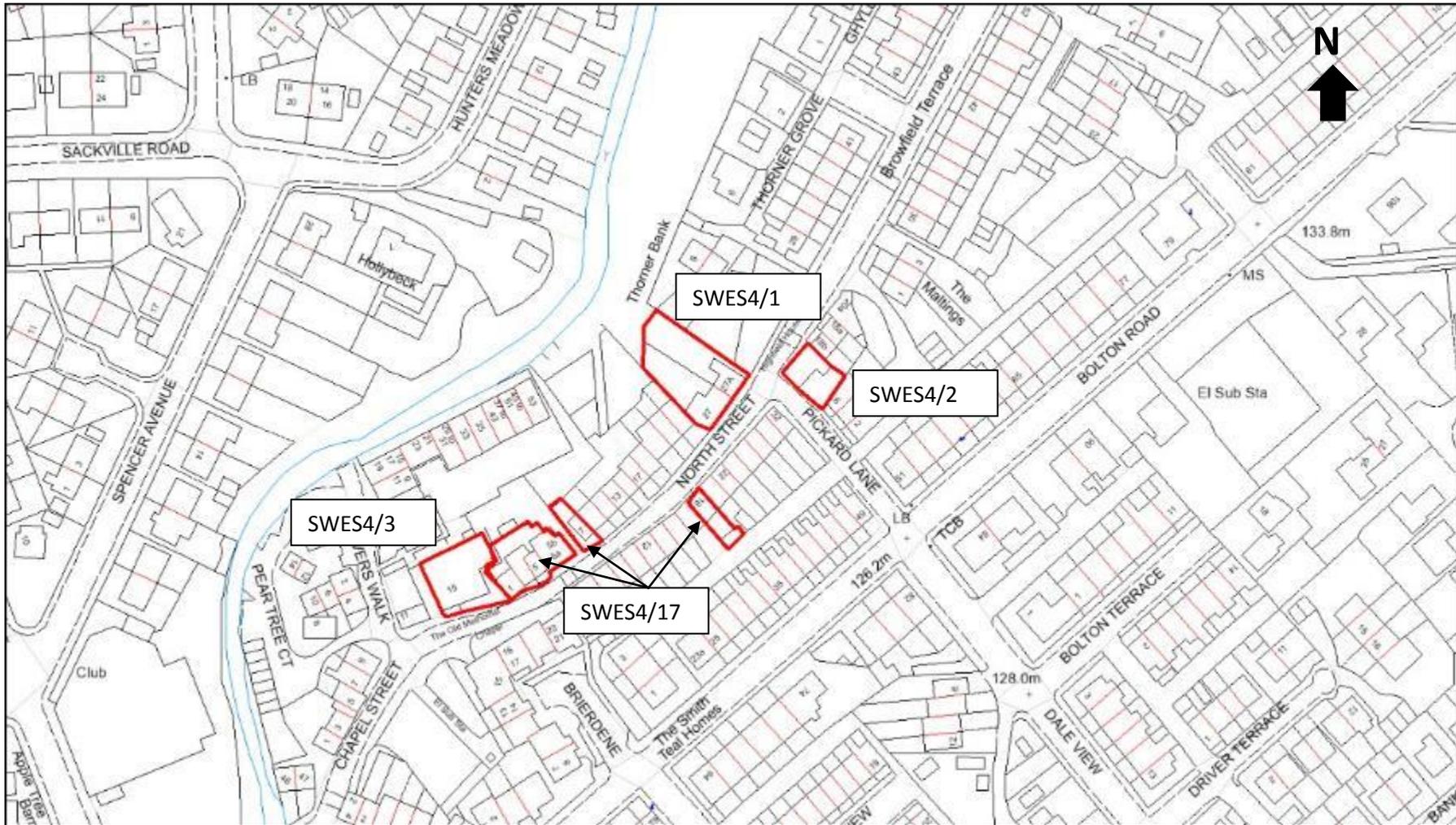
## Policies Maps 2 to 11

### Non-designated heritage assets

**All denoted with red edge**

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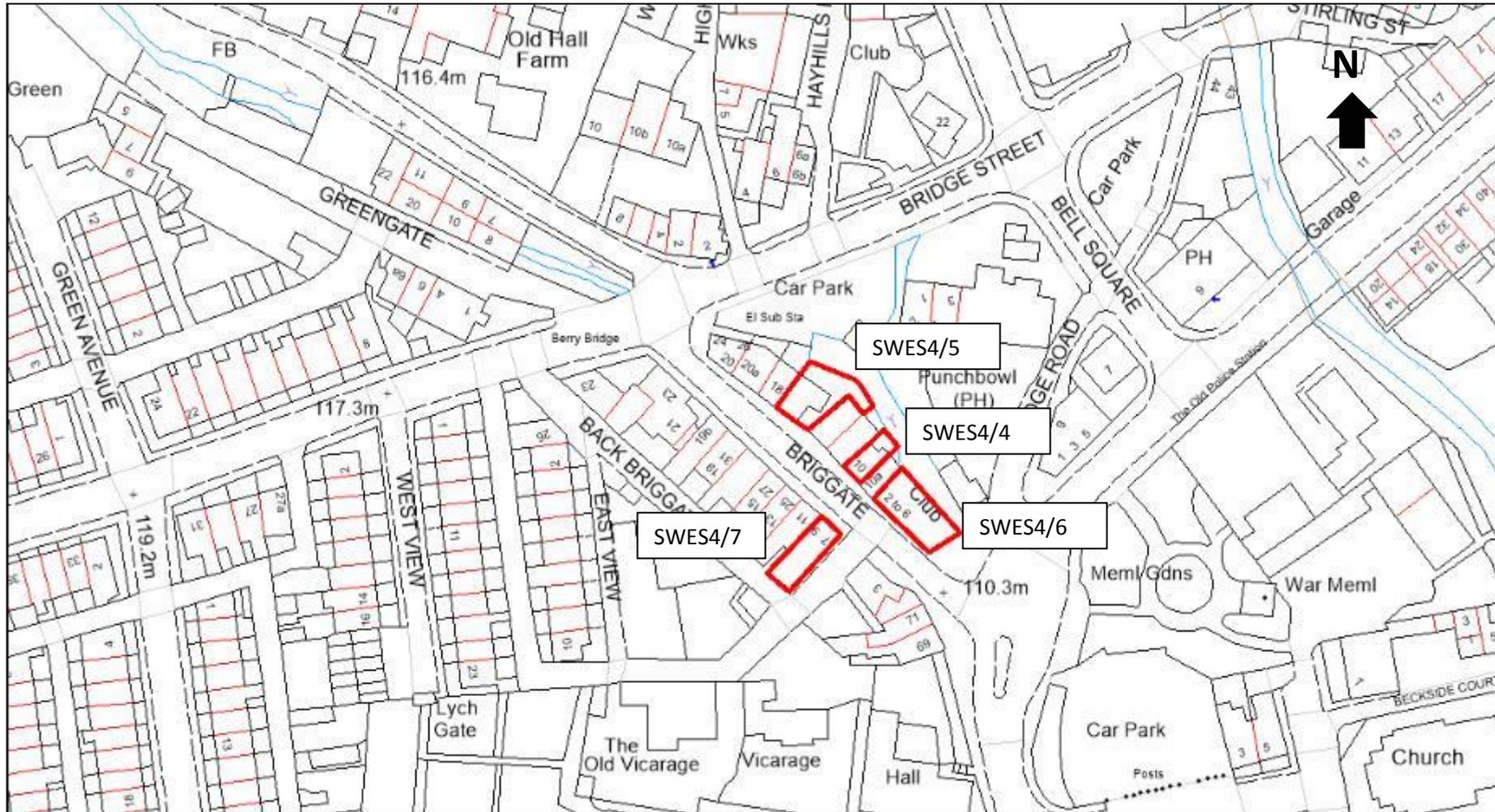
### Policies Map 2. Non-designated heritage assets, Silsden (not to scale)



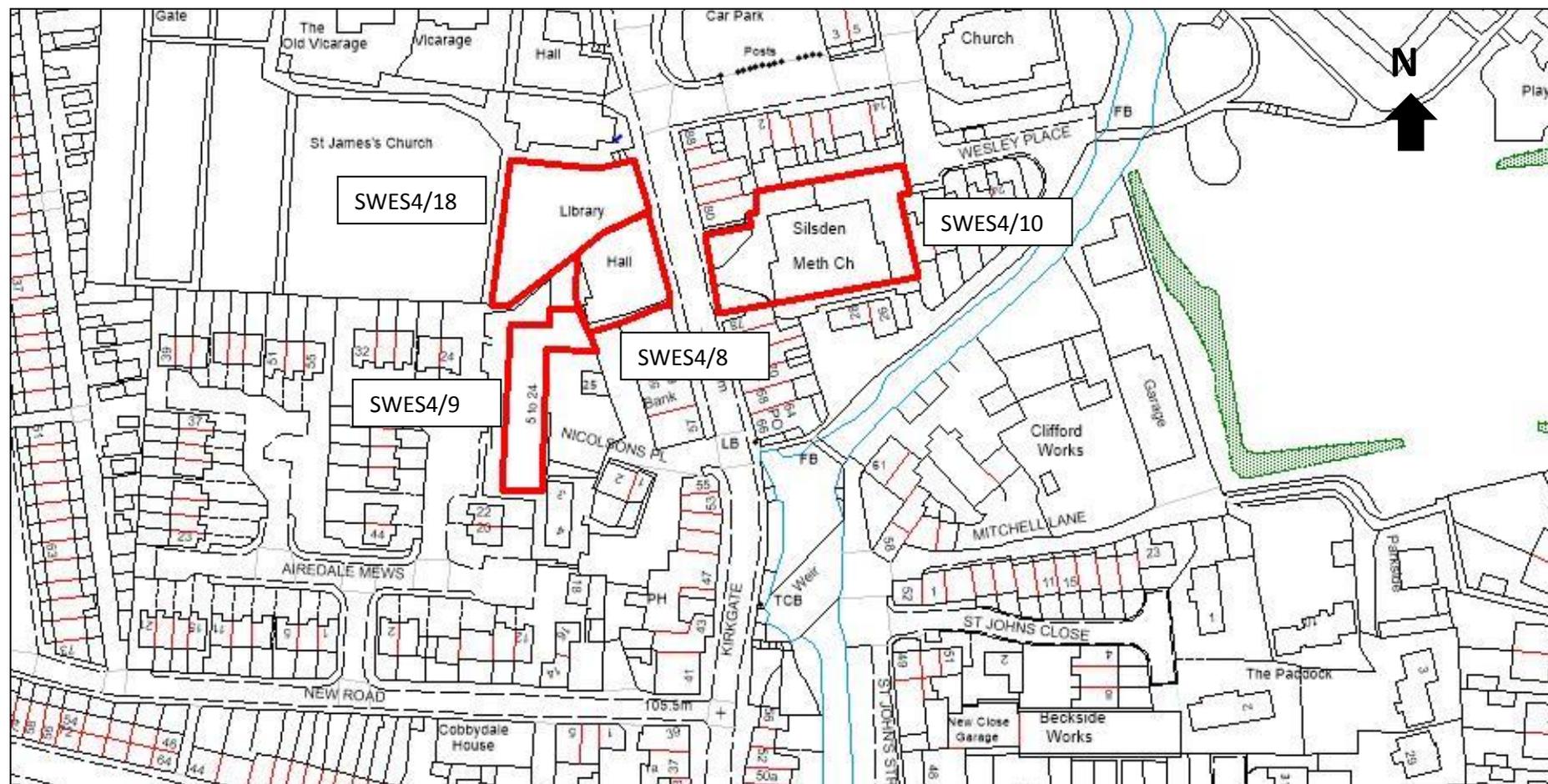
### Policies Map 3. Non-designated heritage assets, Silsden (not to scale)



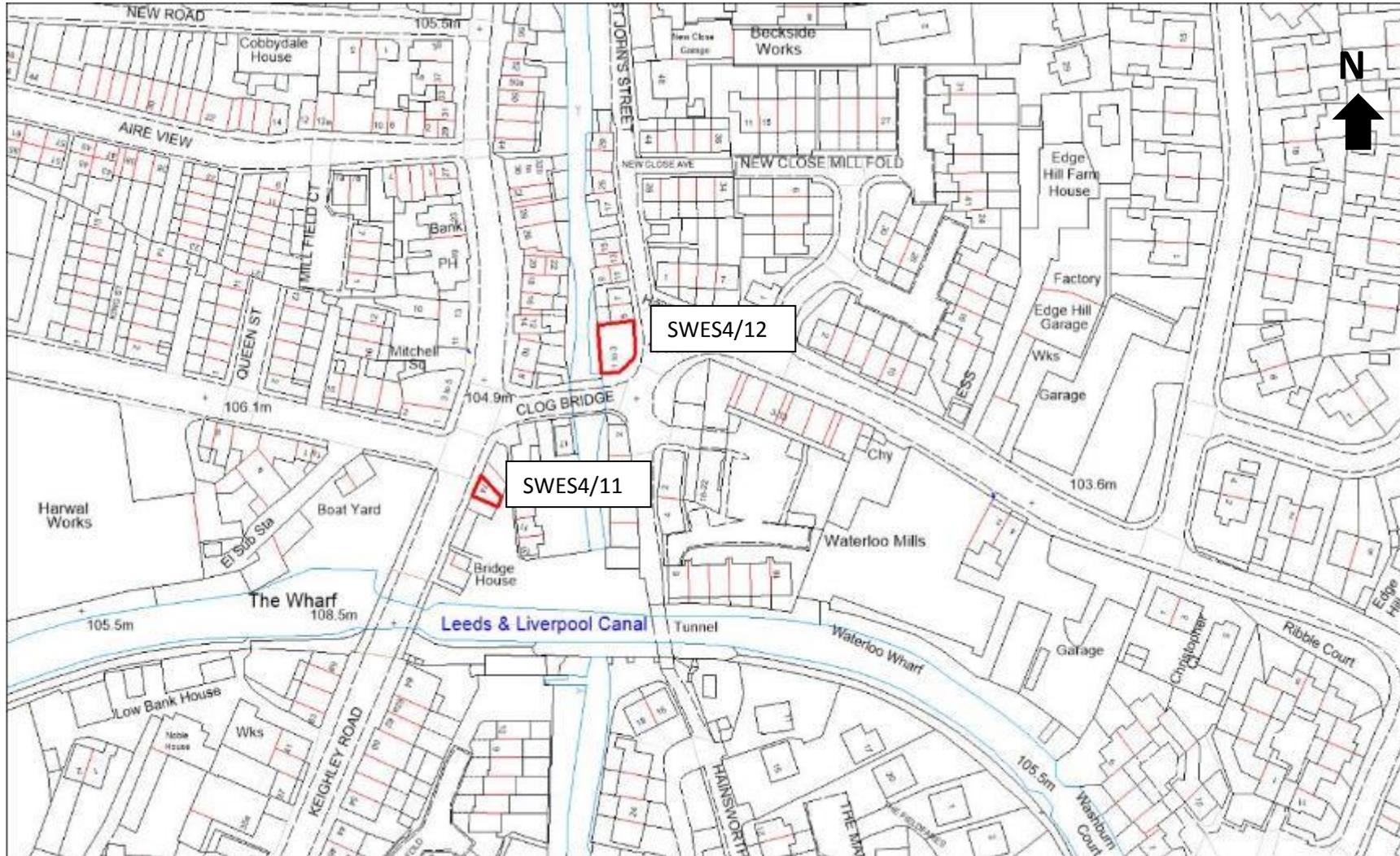
### Policies Map 4. Non-designated heritage assets, Silsden (not to scale)



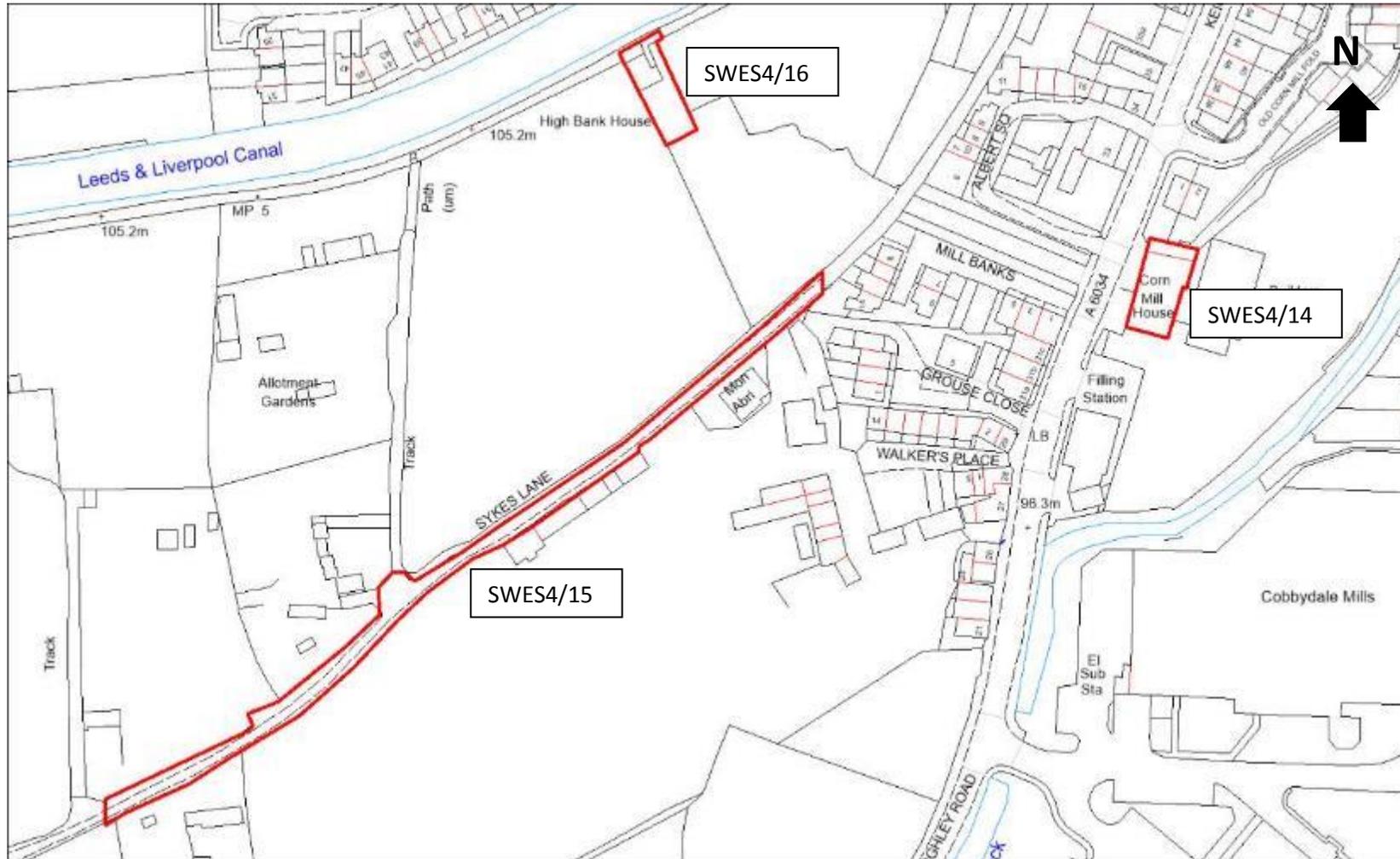
### Policies Map 5. Non-designated heritage assets, Silsden (not to scale)



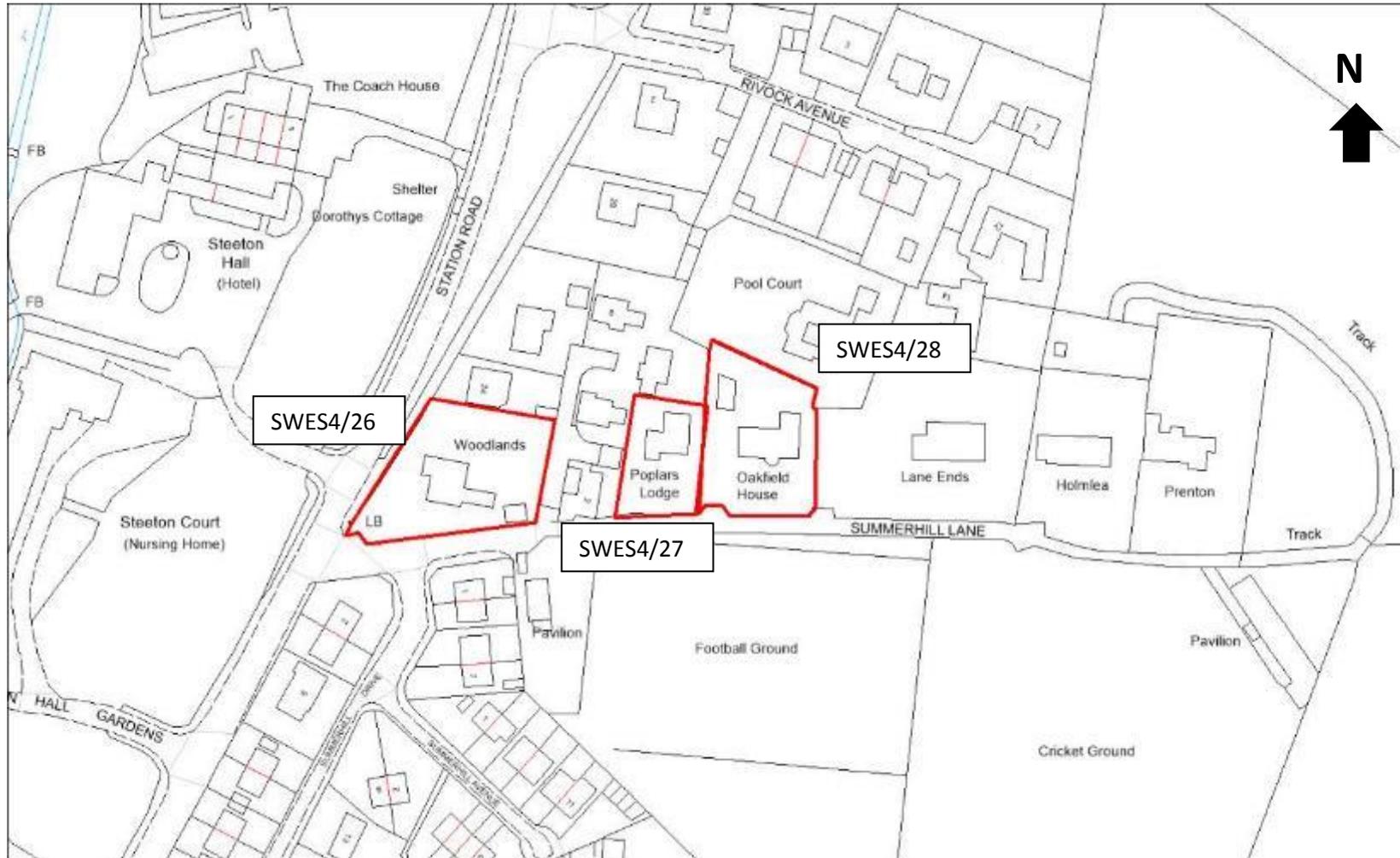
### Policies Map 6. Non-designated heritage assets, Silsden (not to scale)



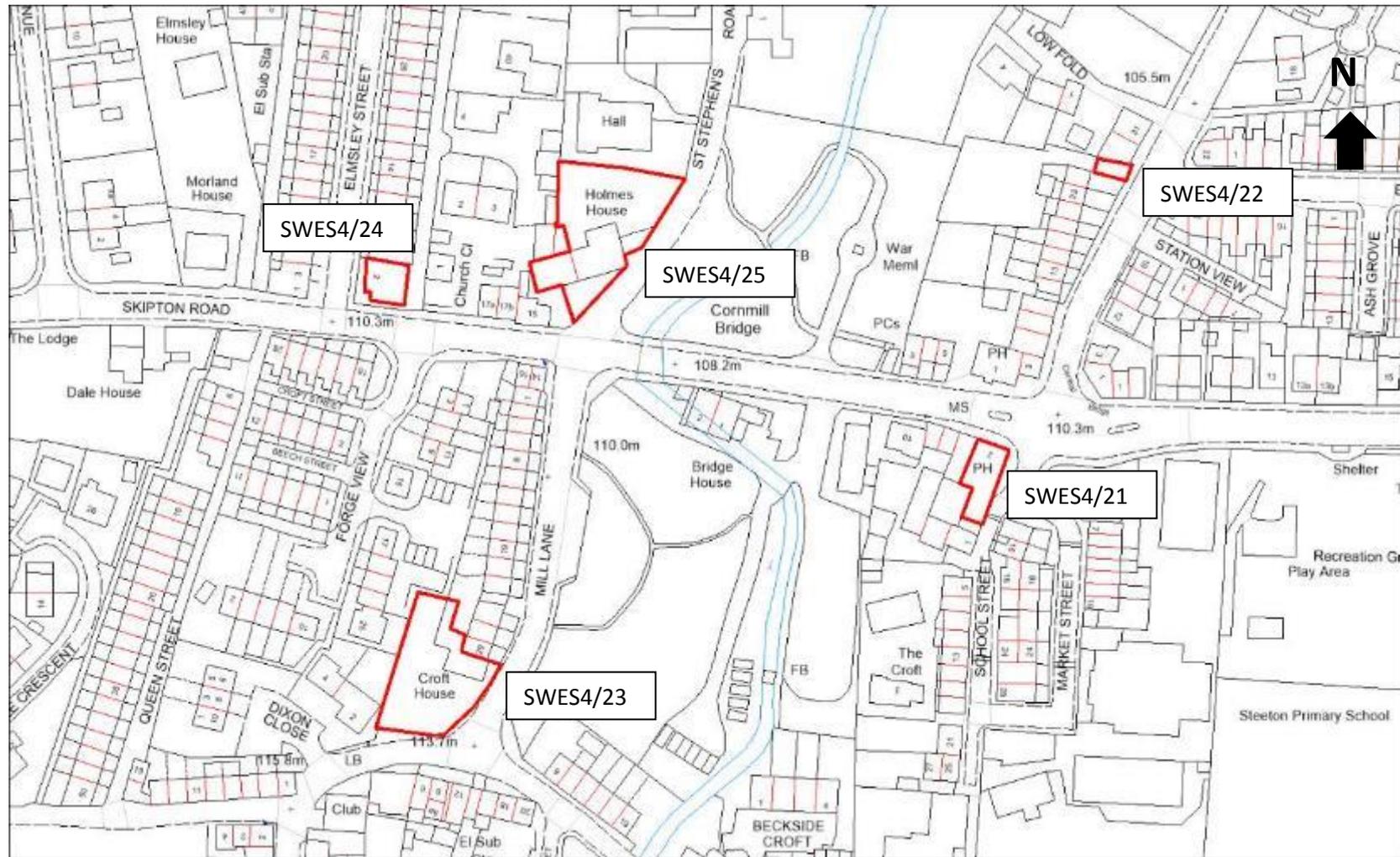
### Policies Map 7. Non-designated heritage assets, Silsden (not to scale)



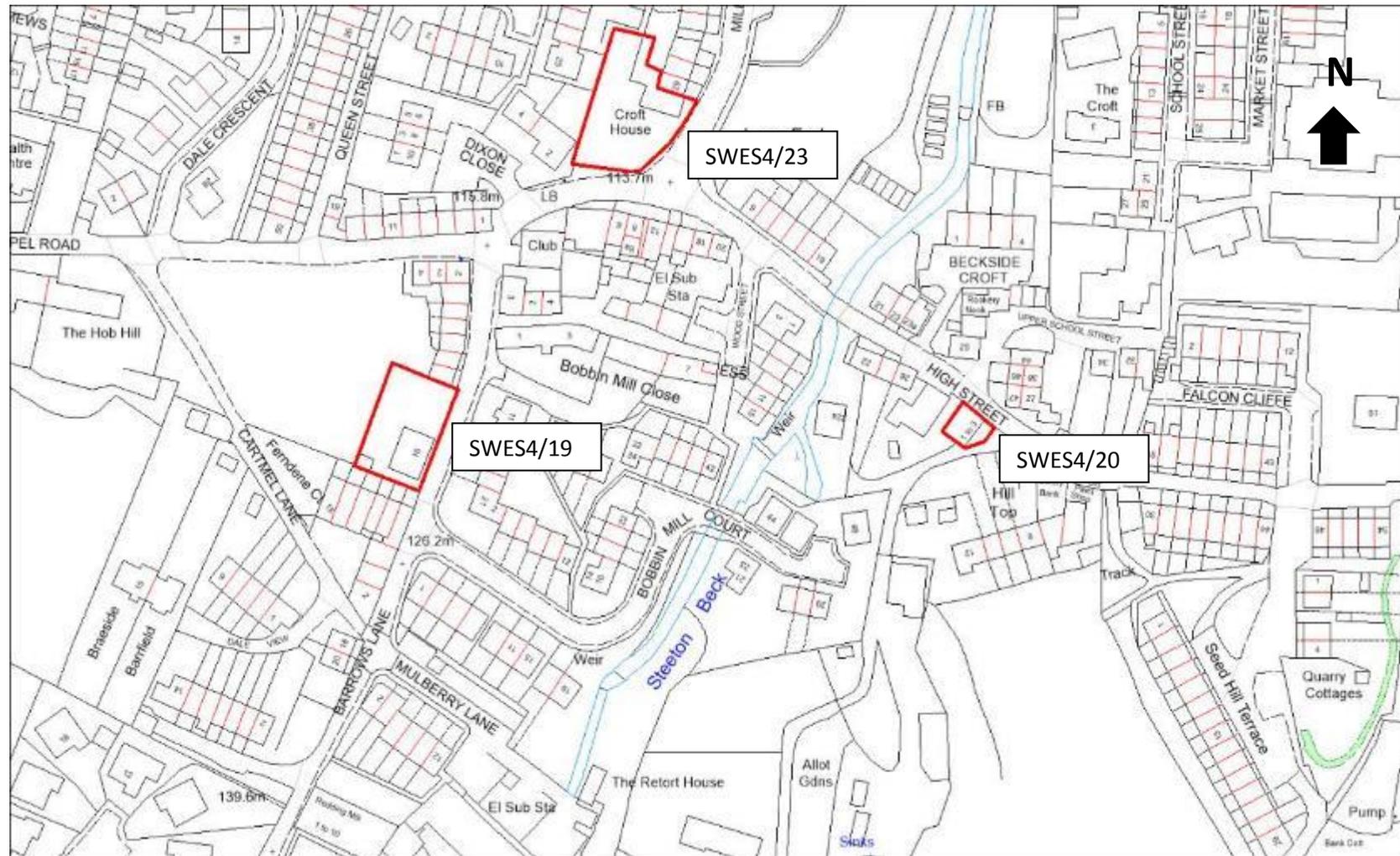
### Policies Map 8. Non-designated heritage assets, Steeton (not to scale)



### Policies Map 9. Non-designated heritage assets, Steeton (not to scale)



**Policies Map 10. Non-designated heritage assets, Steeton (not to scale)**



### Policies Map 11. Non-designated heritage assets, Silsden (not to scale)

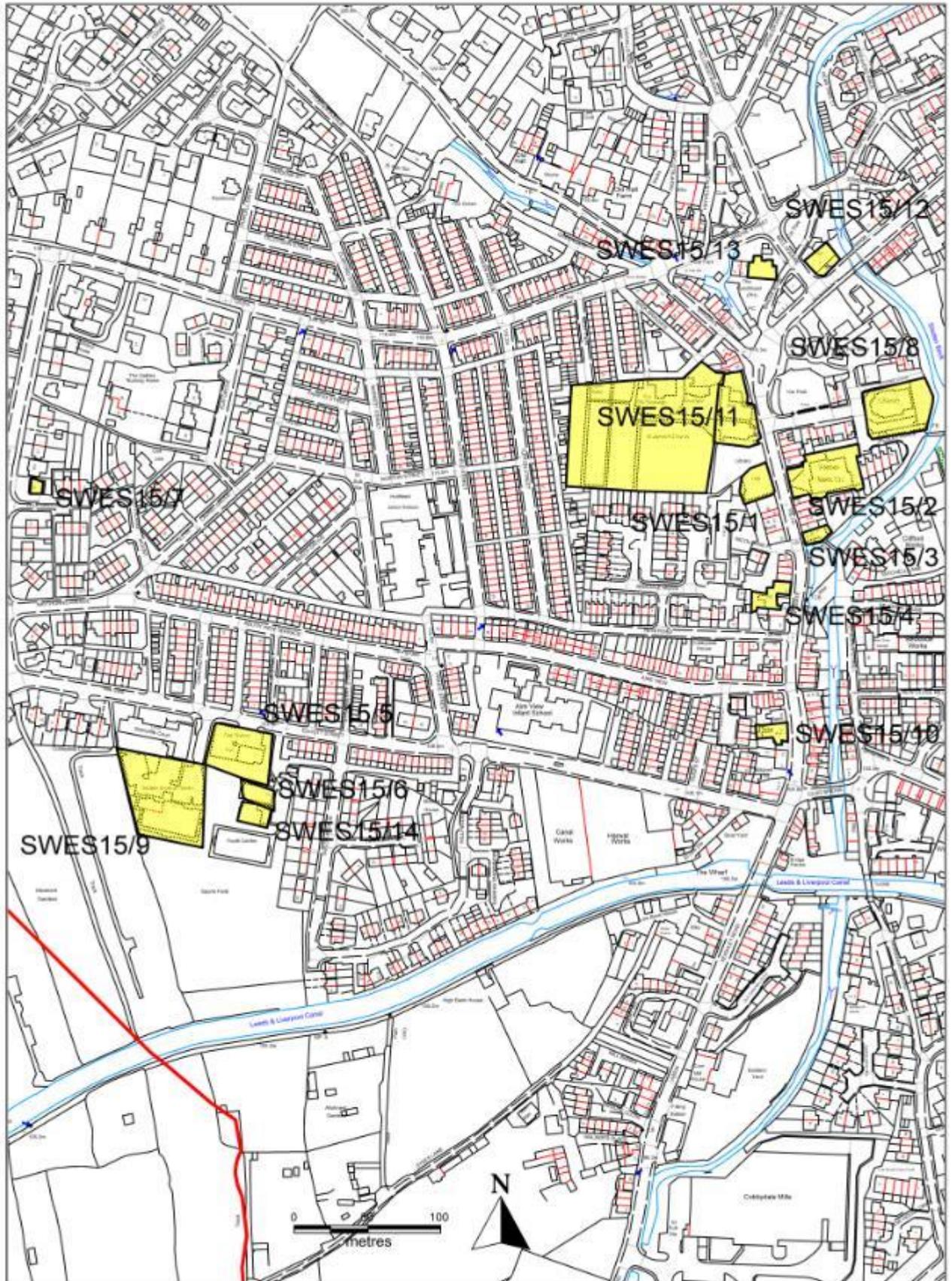


# **Appendix 2**

## **Policies Maps 12 to 14**

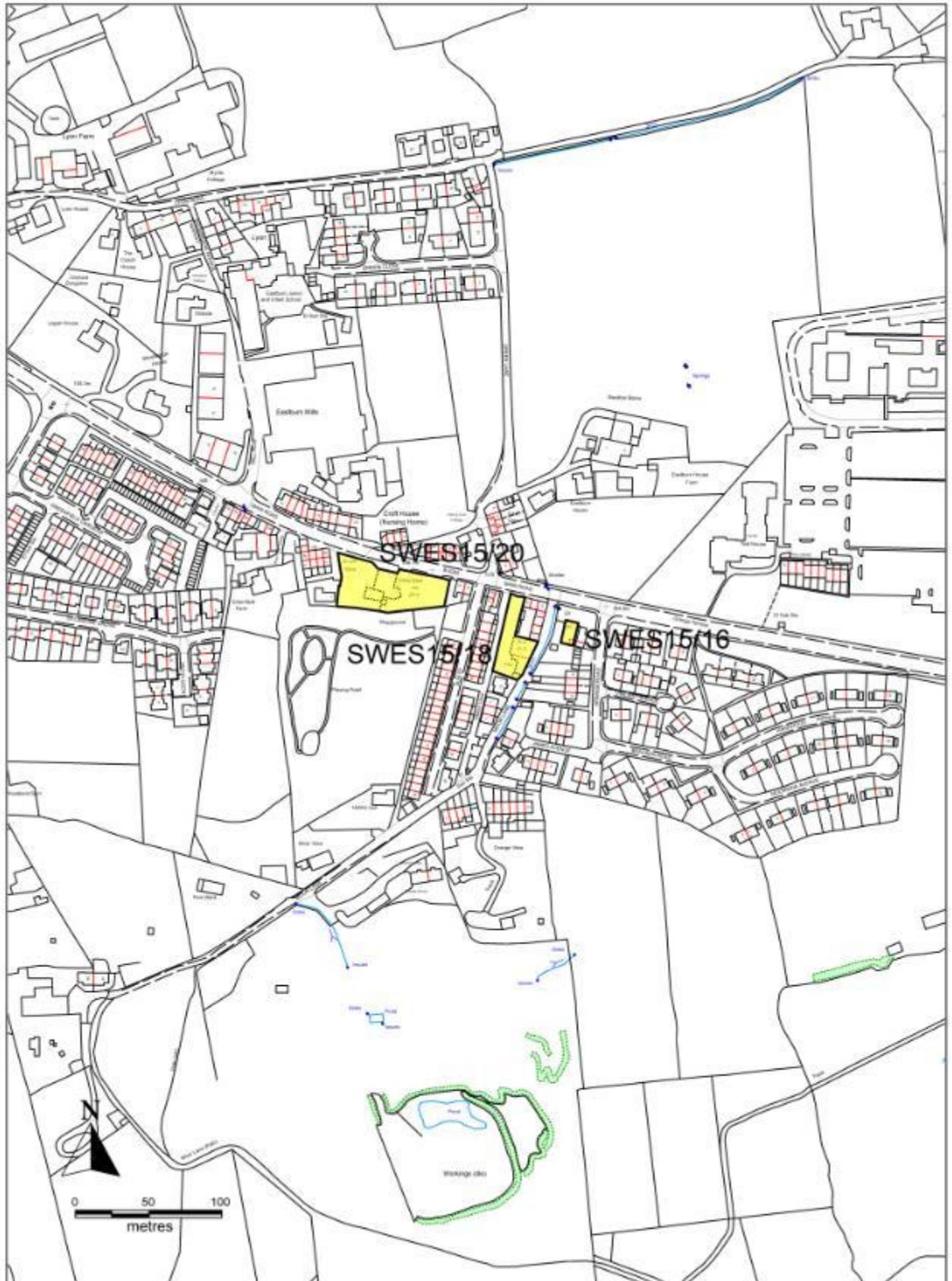
### **Protected community facilities**

**Policies Map 12. Protected community facilities, Silsden (not to scale)**





**Policies Map 14. Protected community facilities, Eastburn (not to scale)**



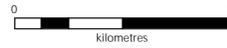




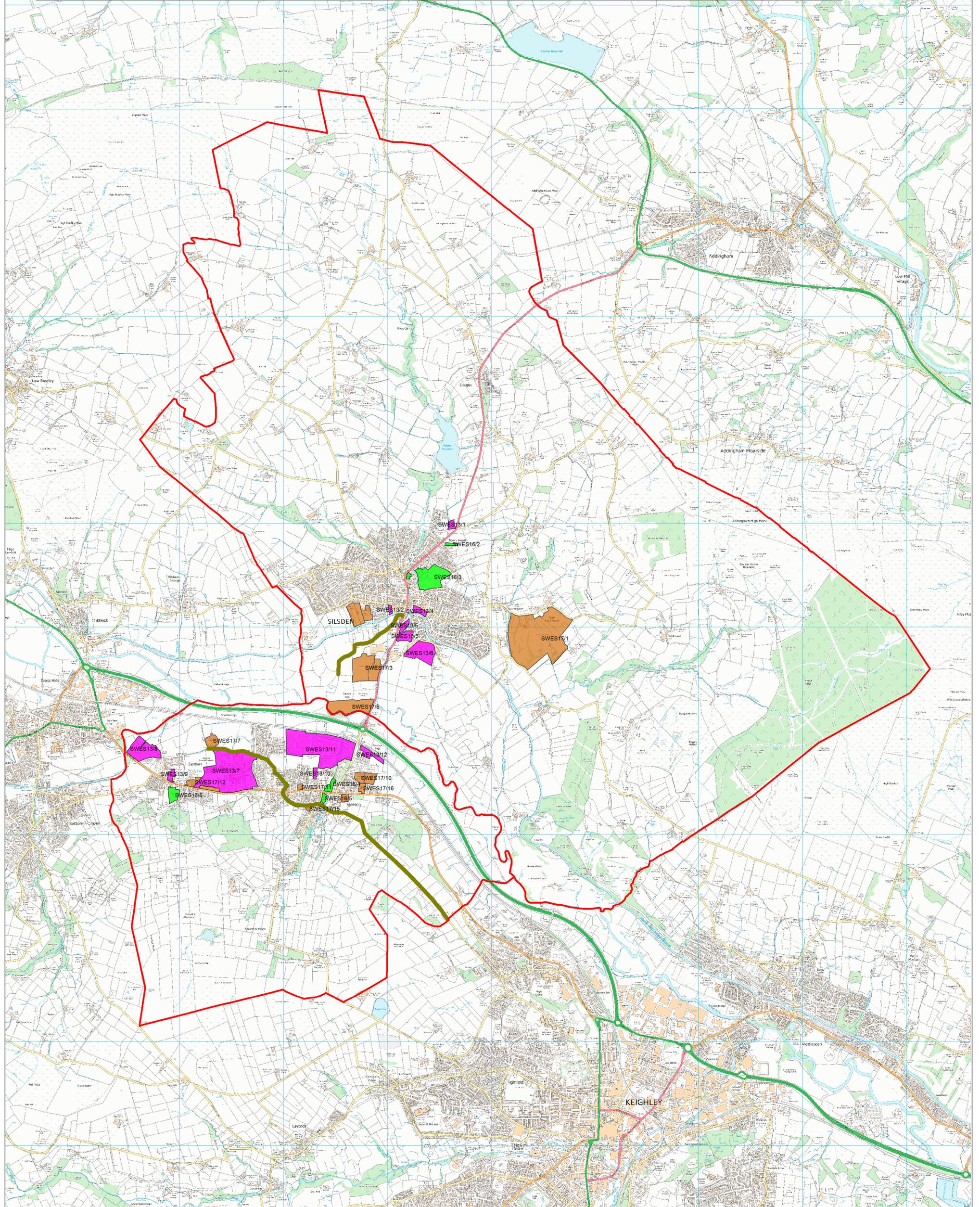
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# STEETON WITH EASTBURN AND SILSDEN NEIGHBOURHOOD DEVELOPMENT PLAN POLICIES MAP 1, SUBMISSION DRAFT, JUNE 2019

-  POLICY SWES8 – ACCESS TO THE COUNTRYSIDE, COUNTRYSIDE SPORT AND COUNTRYSIDE RECREATION
-  POLICY SWES13 - PROTECTING LOCAL EMPLOYMENT SITES
-  POLICY SWES16 – LOCAL GREEN SPACES
-  POLICY SWES17 – PROTECTING AND ENHANCING SPORT AND RECREATION PROVISION



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# EXAMINER'S REPORT

## STEETON with EASTBURN and SILSDEN NEIGHBOURHOOD DEVELOPMENT PLAN 2019 - 2030

R J Bryan B.A.Hons. M.R.T.P.I.

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## ABBREVIATIONS and ACRONYMS

The following are acronyms and abbreviations used in this examination:

CBMDC – City of Bradford Metropolitan District Council.

HRA - Habitats Regulation Assessment.

LPCS -Bradford Local Plan Core Strategy, adopted July 2017.

NDP- Neighbourhood Development Plan.

NPPF - National Planning Policy Framework.

NPPG - National Planning Practice Guidance.

RUDP- Replacement Unitary Development Plan. adopted October 2005.

SEA - Strategic Environmental Assessment.

The Parishes- collective term to represent the qualifying body which has prepared this Plan. This consists of the parishes of Steeton with Eastburn and Silsden

The Plan - the Neighbourhood Development Plan under examination.

## INTRODUCTION

1. This is an independent examination of a Neighbourhood Plan prepared by the Parish Council's of Steeton with Eastburn and Silsden in consultation with the local community. I refer to them as "the Parishes" in this document. The Localism Act 2011 provided local communities with the opportunity to have a stronger say in their future by preparing neighbourhood plans, which contain policies relating to the development and use of land.
2. If the plan is made, following a local referendum, which must receive the support of over 50% of those voting, it will form part of the statutory development plan. It will be an important consideration in the determination of planning applications as these must be determined in accordance with development plan policies unless material considerations indicate otherwise.
3. I have been appointed by the City of Bradford Metropolitan District Council (CBMDC) in consultation with the Parishes to carry out this independent examination. I am a Chartered Town Planner with over 30 years experience working at a senior level in local government and as a private consultant. I am a member of the Royal Town Planning Institute
4. I confirm that I am independent of the Parishes and the CBMDC and have no interest in any land, which is affected by the Neighbourhood Development Plan (the Plan).
5. This report is the outcome of my examination of the submitted version of the Plan.
6. My report will make recommendations based on my findings on whether the Plan should go forward to a referendum.

## BACKGROUND DOCUMENTS

7. I have considered the following documents as part of this examination:

Documents submitted for the examination

Steeton with Eastburn and Silsden Neighbourhood Development Plan, 2019-2033, Submission Draft, June 2019, including Policies Map, Consultation Statement, June 2019, Basic Conditions Statement, June 2019, Strategic Environmental Assessment and Habitats Regulation Assessment Report, Screening Report, January 2019, Equalities Impact Assessment Screening, October 2017, Regulation 16 Representations, Planning Policy Assessment and Evidence Base Review, May 2019, Local Green Space Assessment, Kirkwells, January 2019.

Local and National Policies and relevant evidence

National Planning Policy Framework (NPPF), July 2018, National Planning Practice Guidance (NPPG), Bradford Local Plan Core Strategy, adopted July 2017, CBMDC Replacement Unitary Development Plan, adopted October 2005, saved policies.

Documents submitted during the examination

Response to Examiners questions of 3/7/20,8/7/20,31/7/20 and 18/9/20 as follows;

Emails from CBMDC of 2/9/20 containing responses to examiner's initial questions and 4/11/20 containing various responses from the Parishes.  
Email from Mayor of Silsden, Michael O'Dwyer of 24/9/20 regarding non-designated heritage assets, sport and recreation designations.  
Annotated map from Mayor of Silsden, Michael O'Dwyer showing local green space and sport and recreation areas proposed under policies SWES 16 and SWES 17 received by examiner in the post on 31/10/20.  
Annotated Policies Map 1 from David Mullen showing sport and recreation areas proposed under policy SWES 17, received by examiner on 3/11/20 by email".  
Email from councillor Rebecca Whitaker of 5/11/20 regarding Jacksons Fields and Sykes Lane.

THE EXAMINATION

8. The nature of the independent examination is set out in Section 8 of Schedule 4B to the Town and Country Planning Act 1990 (as amended).

9. The examiner has to make a recommendation as to whether the Plan should be

submitted to a referendum, with or without modifications, and if the area for the referendum should extend beyond the plan area.

10. As a general rule the examination should be carried out on the basis of written representations unless a hearing is necessary to allow adequate consideration of an issue or to allow a person a fair chance to put a case.

11. I visited the Plan area on 27/8/20 and assessed the implications of the proposed Plan as part of the examination.

## PROCEDURAL MATTERS

12. It is necessary to determine that the Plan complies with the following procedural matters<sup>1</sup>:

- The Plan has been prepared and submitted by a qualifying body
- The Plan has been prepared for an area that has been properly designated
- The Plan specifies the period to which it has effect, does not include provisions about excluded development and does not relate to more than one neighbourhood area
- The policies relate to the development and use of land for a designated neighbourhood area.

13. The Plan had been prepared and submitted by a qualifying body, Steeton with Eastburn Parish Council and Silsden Town Council and relates to the whole of the areas covered by these bodies. The plan area was designated by CBMBC in December 2014.

14. In accordance with the regulations<sup>2</sup>, the Plan sets out policies in relation to the development and use of land and does not refer to “excluded” development. It specifies the period for which it has effect (2019-2030). It does not relate to more than one neighbourhood area.

## CONSULTATION

15. The Consultation Statement explains in detail the manner in which the public, developers and statutory bodies were involved in the development of the Plan.

16. The Councils formed a joint working group, around early 2014 and recorded its minutes online. A “flyer” was sent to all households in the Plan area seeking to identify issues for the Plan.

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<sup>1</sup> Paragraph 8(1) of Schedule 4 B of the Town and Country Planning Act 1990 (as amended)

<sup>2</sup> Neighbourhood Planning (General) Regulations 2012

17.A public engagement event, “The Silsden Showcase” was held in October 2014. Opportunities were offered to local interest groups and institutions, including schools and hospitals, to engage with the working group in identifying Plan issues. A similar offer was extended to 305 local businesses and local churches in January 2015.

18.A “Call for Residential Sites” exercise aimed at identifying potential development sites was carried out in June 2015. However, it was later determined the Plan would not allocate these sites in deferment to the emerging local plan being prepared by CBMBC.

19.From February to May 2016 the Parishes ran informal consultations on the draft Plan. A copy of the Plan were available online and a “flyer” used to publicise the opportunity to comment. Eighty responses were received.

20.The first formal stage of consultation<sup>3</sup> was carried out between 3/2/17 and 17/3/17. The publicity included “flyers”, letters to businesses and institutions, a press release, article in church newsletter and “Aire Valley” magazine.

21.At two drop-in events people could deposit comments.

22.Sixty-two responses were received. The submitted Consultation Statement analyses the comments and explains whether they merited an amendment to the draft Plan

23.The consultation highlighted the need for some further evidence gathering. A local green space study was carried out and subject to consultation.

24.The final formal consultation<sup>4</sup> was carried out from 17/9/19 to 29/10/19. I will assess these comments as part of this examination.

25.I am satisfied that the “Consultation Statement”, demonstrates a good level of consultation, which has targeted all sections of the community and allowed technical consultees and developers to be effectively involved in the emerging Plan.

26.A representation ref: SWES002-2 was received at the final formal consultation expressing concerns the public participation effort has been lacking and people in Silsden have been effectively excluded from the process. The concerns include a failure to make the minutes of working group meetings available on a Silsden based web site and that people in Silsden were not informed that minutes could be viewed on the Steeton parish web site. This has been exacerbated by no updates on local public noticeboards and a failure to update the neighbourhood plan Facebook page. It is claimed the working group has failed in meeting the legislative requirements.

27.I have to consider these concerns in the context of the whole consultation

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<sup>3</sup> Regulation 14 of the Neighbourhood Planning (General) Regulations 2012

<sup>4</sup> Regulation 16 of the Neighbourhood Planning (General) Regulations 2012

exercise and whether it was satisfactory in engaging with all those affected. The Consultation Statement provides evidence of a number of methods in which the Councils sought to engage with all those affected. This included “flyers” to all residents in the Plan area notifying them of particular stages and opportunities in the process, drop-in event in Silsden in September 2014, presence at the Silsden Community Showcase in October 2014, widespread notification of businesses and institutions in the Plan area, consultation draft made available on Facebook and a flyer produced. It was also advertised on a web site “silsden.net” and a drop-in event at Silsden Methodist Church was publicised by a number of posters/banners displayed in the area

28. Whilst the web site “silsden.net” does not currently have a reference to the Plan and appears to not have been a useful resource during the process the other efforts, listed above, made by the working group, has meant there has been ample opportunity for residents of Silsden to engage with the Plan and take an active part in the process. Taking this into account I do not consider the residents of Silsden have been unduly prejudiced in the public consultation exercise. I note there has only been one representation raising this issue at the final formal consultation stage.

## BASIC CONDITIONS

29. It is necessary to decide whether the Neighbourhood Development Plan meets the “basic conditions” specified in the Act.<sup>5</sup> This element of the examination relates to the contents of the Plan.

30. This Plan meets the basic conditions if:

- a) It has regard to national policies and advice contained in guidance issued by the Secretary of State,
- b) The making of the plan contributes to sustainable development,
- c) The making of the plan is in general conformity with the strategic policies contained in the development plan for the area,
- d) The making of the plan does not breach, and is otherwise compatible with, EU obligations and human rights requirements,
- e) prescribed conditions are met in relation to the Plan and prescribed matters have been complied with in connection with the proposal for the order.
- f) the plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.

31. The Parish has submitted a “Basic Conditions Statement”, to seek to demonstrate conformity. The analysis of conformity with the basic conditions is carried out below. Note this is not in the order specified above.

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<sup>5</sup> Contained Paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 (as amended)

## SUSTAINABLE DEVELOPMENT

32. The Councils submit in the Basic Conditions Statement that the Plan complies with NPPF core policies, which ensure the Plan promotes sustainable development. The NPPF establishes that the three components of sustainability are economic, social and environmental and that these underpin all planning policy.

33. Table 1 of the Statement demonstrates that the Plan is firmly aligned with the core principles of the NPPF and the principles of sustainability, which underpin them.

34. In the social respect, the Plan supports appropriate community-based sports and recreation facilities. The Plan further encourages healthy lifestyles by protecting local green spaces.

35. In its environmental role the Plan seeks to protect and enhance the natural and physical environment. Policies protect the landscape character, green spaces, biodiversity and the built character and heritage.

36. In economic terms the Plan has policies to protect key local employment areas, promote appropriate development in the local centres and supports further development of micro-businesses and tourism. The NDP seeks to protect key local community facilities and services, including local shops.

37. I accept that the policies in the Plan meet the claims referred to in the Statement. I am satisfied that the Plan contributes to sustainable development as defined by the NPPF.

## EU OBLIGATIONS, HUMAN RIGHTS REQUIREMENTS

38. A neighbourhood plan must be compatible with European Union Directives as incorporated into UK law, in order to be legally compliant. Key directives are the Strategic Environmental Assessment Directive<sup>6</sup> and the Habitats and Wild Birds Directives<sup>7</sup>. These require that consideration should be given to the need for a Strategic Environmental Assessment (SEA) to assess any significant environmental impacts and /or an appropriate Habitats Regulations Assessment to assess any impact on a site/habitat recognised as protected under European legislation<sup>8</sup>. A neighbourhood plan should also take account of the requirements to consider human rights.

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<sup>6</sup> Article 3(5) of Directive 2001/42/EC

<sup>7</sup> European Directives 92/43/EEC and 2007/147/EC transposed into the Conservation of Habitats and Species Regulations 2010.

<sup>8</sup> Often referred to as Natura 2000 sites and include Ramsar sites - wetlands of international importance, Special Areas of Protection (SAP) - providing protection to bird habitats and Special Areas of conservation (SAC) - protect a variety of plants animals and habitats.

39. The Parishes submitted a report by Kirkwells, "Strategic Environmental Assessment and Habitats Regulation Assessment Report, Screening Report", January 2019, which concluded that neither a SEA nor HRA was required. CBMDC, as the competent authority able to determine screening decisions in consultation with statutory bodies, agreed with these findings. The statutory consultation bodies Natural England, Historic England and the Environment Agency have not raised an objection to these findings.

40. The screening report states the Plan proposals are in general conformity with the strategic policies in the Replacement Unitary Development Plan (RUDP) and Core Strategy, which were the subject of a Sustainability Appraisal (SA) incorporating the SEA and HRA Assessment Regulations. The report tests the Plan policies against the criteria for determining the likely significant effects referred to in the EU Directive and Schedule 1 of the Regulations. No significant effects are identified as the Plan promotes minimal sustainable development to protect the landscape character and natural and built environment. There are no new site allocations beyond those already established in strategic policies. The Plan seeks to minimize environmental and negative social impacts.

41. I am satisfied that an SEA is not required.

42. Regarding the HRA, it is pertinent that the Core Strategy in its draft form was subject to an appropriate assessment. This concluded that most policies would not result in significant environmental effects on the nearest European designated site to the Plan area i.e. South Pennine Moors Special Area of Conservation/Special Protection Area, except in the case of housing allocations within the 5km buffer zone. None of these housing allocations fall within the Plan area.

43. The policies in the Plan propose no new site allocations than are in strategic policies which have been through the HRA process.

44. I am content that the screening opinion stating no further work is required to satisfy the HRA legislation is valid. I have not taken into account any mitigation measures proposed in the Plan in reaching this conclusion.

45. I do not consider the Plan raises any issues under the European Convention and the Human Rights Act 1998. In terms of the Article 6 of the Act and the right to a "fair hearing" I consider the consultation process has been effective and proportionate in its efforts to reach out to different groups potentially affected. In these respects, I refer to my comments in paragraphs 27 and 28 in relation to the representation at the final formal stage of consultation. Neighbour responses have been taken into account in a satisfactory manner during the processing of the plan.

## CONFORMITY WITH NATIONAL AND LOCAL STRATEGIC POLICIES

46. The Parishes states in the “Basic Conditions Statement” that the Plan takes into account national planning policies and guidance in the NPPF and is in general conformity with local strategic planning policies.

47. The Statement demonstrates in detail in Table 2 how the Plan conforms with the six planning principles identified in paragraph 16 of the National Planning Policy Framework (NPPF) relating to plan making. The Plan meets these terms by promoting sustainable development in an aspirational yet deliverable manner and engages effectively with the community. In order to be clear and unambiguous and ensure the policies do not duplicate local plan policies and national guidance, I have made some recommendations below to alter certain policies.

48. The Statement also analyses the plan policies against each of the main recommendations by subject in the NPPF. This is done in appropriate detail and illustrates close alignment with the national guidance. Again, in some case I have made detailed recommendations to ensure more precise consistency with the NPPF.

49. The need for general conformity with strategic local plan policies is demonstrated in Table 3 of the statement. Each Plan policy is assessed against the relevant local plan policy in the RUDP and Core Strategy. I note that where relevant the Plan makes appropriate reference to strategic policies, which underpin the proposed Plan policies. I am content that with some alterations as recommended the Plan is in general conformity with strategic policies.

50. I note that CBMDC in its representations at regulation 16 stage suggest the supporting text of the policies could make more explicit reference to higher level strategic policies. I do not consider the Plan fails in this respect generally but have made some references to the need for this in my recommendations.

## RECOMMENDATIONS IN RELATION TO BASIC CONDITIONS

### General Matters

51. I have made recommendations below, which will allow the plan to conform to “basic conditions”. Where I am suggesting modifications I have given reasons. In cases of minor grammatical or formatting issues, I have simply highlighted the need for correction without explanation.

52. I have taken into account all aspects of the representations received during the Plan process. In some cases these do not require specific reference or highlight of particular issues as they do not in my view effectively raise a concern that the Plan does not conform to basic conditions.

53. In some cases, I have referred to CBMDC due to the specific and detailed nature of its representation and its particular relevance to “basic conditions”.

54.A recurring issue is the need for policies to be drafted with appropriate clarity. The National Planning Practice Guidance (NPPG)<sup>9</sup> requires that *“A policy in a neighbourhood plan should be clear and unambiguous. It should be drafted with sufficient clarity that a decision maker can apply it consistently and with confidence when determining planning applications. It should be concise, precise and supported by appropriate evidence”*. I have therefore suggested some modifications in the interests of greater clarity and meeting this guidance.

55.I have explained my recommendations in accordance with the order and format of the Plan and expressed them in bold type at the end of the various sections.

56. The Plan is in draft form pending the final formal consultation stage. In the final form it will need to be updated to the present tense and all references to the draft and consultative nature of the Plan deleted. This is particularly relevant to the Introduction and Chapters 1,2 and 3.

57.I note that an objection at Reg 16 stage refers to the Plan boundary as lacking a rationale as it should include relevant land between the two communities which is within North Yorkshire. I consider this land is essentially rural in nature and under the NPPF will be under planning policies of rural constraint with limited implications for the Plan area. I note further that there have been no representations from North Yorkshire County Council in these respects. I do not therefore consider the Plan boundary is inappropriate and prohibits the delivery of policies not in accordance with basic conditions.

## **RECOMMENDATION 1**

**Update the Plan to omit references to it as a draft and a consultative document.**

### INTRODUCTION

58.This is largely unnecessary in the final form of the Plan. The first paragraph is effectively covered by paragraph 2.3 in Chapter 2.

## **RECOMMENDATION 2**

**Delete the Introduction.**

### CHAPTER 2 WHY WE ARE PREPARING THE NDP ...

59.This provides a useful background and context.

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<sup>9</sup> NPPG Paragraph: 041 Reference ID: 41-041-20140306

### **RECOMMENDATION 3**

**Amend 2.2 as follows;**

**“Neighbourhood Development Plans (NDPs) are a relatively new part of the statutory development planning system. Just as local authorities, such as City of Bradford Metropolitan District Council (CBMDC), produce development plans to promote, guide and control development of houses, businesses, open spaces and other uses of land for their areas, now, parish and town councils can also do so by preparing a NDP.”**

#### **CHAPTER 3 HOW LONG WILL IT TAKE TO PREPARE THE NDP**

60.This needs to take into account Recommendation 1. The essential content could be retained and usefully describe the process the Plan has been through.

#### **CHAPTER 4 BACKGROUND OVERALL AIM KEY ISSUES AND OBJECTIVES**

61.This provides a useful background to the Plan area.

62.The regulation 16 representation SWEOS 11-1 questions the accuracy of some of the information regarding the amount of various existing facilities. Some of this descriptive information may now be updated. I recommend the text be checked for accuracy and updated where necessary.

63.A range of key issues are identified which have emanated from public consultation. A number of these are outside of planning control and technically can only form aspirational elements of the Plan. It is therefore, necessary to inform the reader of this in the interests of clarity.

64.I support the concerns of CBMDC in its regulation 16 representation, which questions, in the absence of evidence, the assumption in paragraph 4.11, about people working from home leading to a significant demand for expansion accommodation

### **RECOMMENDATION 2**

**Update the factual information in this chapter where necessary with regard to the to the type and number of facilities available.**

**In 4.11, first sentence delete “large”, replace with “significant”. Delete the second sentence.**

**In 4.30, replace the fifth sentence with the following;**

**“There are proposals to build a brand new school in Silsden, granted planning permission in June 2018, to accommodate the combined schools.”**

**In 4.38, second sentence after “concerns” begin a new sentence prior to the list as follows;**

**“Some of these issues do not relate directly to planning and cannot form statutory policies in this Plan although they can be aspirations for the Councils to consider alternative action.”**

## CHAPTER 5 STRATEGIC PLANNING POLICY

65.This provides a valuable overview of local strategic planning policy. There should be a reference to the need to conform to national guidance.

### RECOMMENDATION 3

**Introduce a new first paragraph:**

**“The Plan has to have regard to national planning policy guidance issued by the Secretary of State. This includes the National Planning Policy Framework, July 2018 (NPPF) and other guidance such as the National Planning Practice Guidance (NPPG).”**

**In 5.8 first sentence delete “recently”, insert, “at the time of writing “. Delete the second sentence.**

## POLICY SWES1 – HOUSING DEVELOPMENT WITHIN THE EXISTING URBAN AREA OF STEETON WITH EASTBURN AND SILSDEN

66.The Core Strategy in policy SC4: Hierarchy of Settlements establishes the settlements of Steeton with Eastburn and Silsden are Local Growth Centres where there is to be a focus for housing development including allocation of sites in the emerging “Site Allocations Plan”.

67.The proposed policy SWES1 reaffirms that all new housing development whether on allocated sites or not will be supported subject to certain criteria. I am concerned that some of these criteria are vague and as a result will result in confusion as to how they are applied which is contrary to national guidance<sup>10</sup>. This applies to the terms “where possible”, “high environmental value” and ‘demonstrable adverse impact on existing and planned infrastructure”.

68.The policy relates to a selection of criteria which are not comprehensive in covering housing proposals. The criteria referred to are covered in other policies in the Plan.

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<sup>10</sup> <sup>10</sup> NPPG Paragraph: 041 Reference ID: 41-041-20140306

69. There is a need to make a policy statement that development within the settlements is acceptable in principle but in the interests of clarity this should be done with a broader reference to other statutory policies which may be relevant to individual proposals.

70. The supporting text nevertheless can highlight particular policies which may be relevant in this Plan area.

71. The policy refers to a preference where possible to steer development to previously developed land. This is a criterion which will govern the choice of sites in the emerging Site Allocations Plan and is in conformity with the Core Strategy. However, the policy as expressed has no criteria to establish how this “preference” will operate and is, again, confusing. I recommend that this aspect of the policy can be deleted and the Plan still be in broad conformity with the strategic policies in the Core Strategy.

72. The supporting text makes reference to a settlement boundary on the Policies Map which is not marked on the Map. CBMDC confirmed during the examination that this boundary should correspond to the green belt boundary and I advise that it be added to the Policies Map.

#### **RECOMMENDATION 4**

**Amend the text of policy SWES1 as follows;**

**“New housing development will be supported on sites within the settlement boundary (see Policies Map) allocated in the Local Plan and other sites subject to conformity with other statutory policies including those in this Plan.”**

**Add settlement boundary to Policies map**

**POLICY SWES2 – DESIGN OF NEW HOUSING DEVELOPMENT WITHIN THE STEETON WITH EASTBURN AND SILSDEN NEIGHBOURHOOD PLAN AREA**

73. This policy is a complement to design policies in the NPPF, local policies in the Core Strategy and various adopted CBMDC supplementary planning documents. The supporting text omits reference to the adopted CBMDC supplementary planning documents, which could create confusion.

74. There are certain minor points of detail in the criteria which need correction.

#### **RECOMMENDATION 5**

**In criterion f) remove the quotation marks.  
In criterion j) delete “suitable” after “should be”.**

**In 6.8 second sentence after “achieve” delete hyphen, insert “well-” before “designed”.**

**Add a final sentence in 6.9 as follows;  
“CBMDC has further adopted supplementary planning documents which provide design guidelines. “Homes and Neighbourhoods: A Guide to Designing in Bradford” is particularly relevant.**

#### **POLICY SWES3 – HOUSING DENSITY**

75.This policy provides a useful local focus for design guidance in the NPPF and Core Strategy policy HO5: Density of Housing Schemes.

76.I agree with CBMDC that clarification is required that the density requirement is expressed as a “net” figure.

#### **RECOMMENDATION 6**

**In the policy text after “30 dwellings per hectare” insert a footnote as follows:  
“For the purposes of clarity, the targets set out within the policy relate to net densities.Net density is usually determined by measuring the number of dwellings against the net developable area of the site. The net developable area would include only those site areas, which will be developed for housing and directly associated uses, including local access roads within the site, private garden space, car parking areas, incidental open space and children’s play areas, where these are provided.”**

#### **POLICY SWES4 - PROTECTING LOCAL NON-DESIGNATED HERITAGE ASSETS**

77.During the examination I asked the Parishes to provide evidence relating to the merits of the specified non-designated heritage assets in order to understand the justification for their inclusion in the policy.

78.The Parishes provided satisfactory evidence in accordance with the advice issued by Historic England in relation to good practice in compiling local lists of non-designated heritage assets. This should be added to the Plan as an appendix and a reference point when considering proposals affecting these assets.

79.There were some extra assets added to the list by the Parishes in the response to my questions. It is not possible to add these to the Plan at this stage as there has been no public consultation on them.

80.There is an outstanding minor extra reference required to Silsden New Methodist Church. I observed on my site visit it has merit both historically and in architectural terms and this requires a brief explanation in the list.

81. Policies map 7 represents a section of Sykes Lane for protection as a non-designated heritage asset under this policy. I also note that on the Policies Map 1 a greater length of Sykes Lane is shown and offered protection under the auspices of policy SWES8 Access to the Countryside, Countryside Sport and Recreation. I understand that the two policies recognise different merits of Sykes Lane but question why only a part of it is listed as a non-designated heritage asset.

82. In order to avoid confusion regarding designation of different parts of Sykes Lane by different policies I consider the "greater" length of the lane should also be designated as a non-designated heritage asset. I observed on my site visit that this greater length has justification as a non-designated heritage asset.

## **RECOMMENDATION 7**

**Add to Appendix 1 the list describing and justifying the non-designated heritage assets submitted by the Parishes as an attachment to the CBMDC email of the 18/9/2020.**

**Delete the following items from this list:**

**Silsden**

**58 - 61 St John's Street,**

**Old Cinema,**

**The School on Elliott Street,**

**Hothfield Street School,**

**Wesley Place - the original Methodist Chapel.**

**Add to the description of the SWES4/18 Former Library Building/Board school the following extract from Michael O'Dwyer's response of 23/9/20 to my questions:**

**"**

**"The Library building was the original chapel and is in the Conservation area and has now been converted into housing."**

**Add SWES4/17 1,3,5,18a and 18c North Street:**

**"The buildings are significant historical buildings in the Conservation area on Sykes Lane"**

**Add a reference to the age and qualities of Silsden New Methodist Church.**

**In Appendix 1, policies Map 7 amend the boundary of SWS4/15 Sykes Lane such that it is the same as shown on Policies Map 1.**

## **POLICY SWES5 - PROTECTING LOCAL NON-DESIGNATED BIODIVERSITY AND GEODIVERSITY ASSETS**

83. Core Strategy policy EN2 D Biodiversity and Geodiversity offers general protection to non-designated assets of this nature. It contains a number of criteria to be considered when assessing the impact of proposals which may affect important sites which are not formally designated. The proposed policy does not add

meaningfully to the Core Strategy policy and it does not cross-refer to the criteria in that policy.

84. Whilst the policy makes reference to certain generic “assets” it does not identify any specific sites.

85. I consider therefore the policy to be unnecessary and potentially confusing. It should be deleted. However, there is value in setting the overall context and signposting policies to conserve and enhance the natural environment to retain the supporting text subject to modifications.

86. The list of designated sites in paragraph 6.20 should be amended to allow for the re-designations as advised by CBMDC.

## **RECOMMENDATION 7**

**Delete the text of policy SWES5.**

**Retain the supporting text subject to the following alterations;**

**Amend the list of designated sites listed in 6.20 as follows:**

**“Special Protection Area/Special Area of Conservations/Site of**

**Special Scientific Interest**

**South Pennine Moors**

### **Local Geological Sites (LGS)**

**Addingham Edge Millstone Quarry**

**Doubler Stones**

**Throstle Nest, Silsden**

### **Local Wildlife Sites**

**Silsden Town Area**

- Brackenhill Ghyll\***
- Brown Bank Marsh\*\***
- Elam Wood\***
- Gillgrange Wood**
- Great Gill\***
- Jacobs Beck/Holden Wood\***
- Leeds & Liverpool Canal**
- Low Wood\***
- Silsden Reservoir Woodland\***
- Spring Crag & Alder Wood\***
- Swartha Wood\***

### **Steeton with Eastburn Parish Area**

- Currer Wood\***
- Hawkcliffe Wood\***
- Steeton Reservoir\*\***

**Put the following as a footnote:**

**\* Site previously identified in RUDP as a Bradford Wildlife Area**

**\*\* Site previously identified in RUDP as a Site of Ecological & Geological Importance.**

**In 6.21 delete the first two sentences and replace with;  
“The Local Plan Core Strategy policy EN2 Biodiversity and Geodiversity offers protection to the above designated sites and also to important valued non-designated sites subject to various criteria.”**

### **POLICY SWES6 – AIREDALE’S VALUED LANDSCAPE**

87.This is a good local dimension and supplement to Core Strategy policy EN4: Landscape.

### **POLICY SWES7 – GREEN AND BLUE INFRASTRUCTURE**

88.This policy adds to and complements the Core Strategy policy EN2 Biodiversity and Geodiversity.

89.During the examination I requested that the green and blue networks referred to in criterion a) of the policy which seeks to improve connectivity to be identified on a map in order to justify the policy and allow its effective implementation by removing any confusion in its interpretation. This information was not forthcoming and the Mayor of Silsden indicated verbally it was unlikely to be produced.

90.The remainder of the criteria in the policy seeking to encourage walking and cycling links are vague.

91.I consider this policy does not meaningfully add to existing national and local policies including Core Strategy policies Policy EN2: Biodiversity and Geodiversity, DS2: Working with the Landscape and DS4 Streets and Movement.

92.I consider, therefore the policy should be deleted.

### **RECOMMENDATION 8**

**Delete policy SWES7 and supportive text.**

## POLICY SWES8 – ACCESS TO THE COUNTRYSIDE, COUNTRYSIDE SPORT AND COUNTRYSIDE RECREATION

93. This policy is a complement to NPPF and Core Strategy policy SC7: Green Belt. The text of the policy requires some alteration to ensure that development is of a scale appropriate to the countryside in accordance with national and local policies to ensure infrastructure is capable of supporting development.

94. The criteria relating to the acceptability of open land uses in criterion b) should also apply to criterion a) in the interests of consistency.

### RECOMMENDATION 8

**Delete the introductory sentence in the policy text and replace with the following;**

**“To support access to the countryside, countryside sport and countryside recreation the following development of appropriate scale will be supported provided there are no detrimental impacts due to noise, visual impact, landscape impact or traffic generation.”**

**In the policy text, amend criterion b) by deletion of “that would not have a detrimental impact due to noise, visual impact, landscape impact or excessive traffic generation.”**

## POLICY SWES9 – INFRASTRUCTURE FOR NEW DEVELOPMENT

95. This policy helps give some local definition to the infrastructure needs in the Plan area. However, it needs to cross-reference to CBMDC’s policies in the Core Strategy on investment in Airedale, approach to planning obligations and supplementary planning document on “Planning Obligations”. These policies set out in detail how developer contributions will be assessed and applied and require reference in the supporting text to provide clarity on the comprehensive policy approach.

96. CBMDC make a valid point that the reference in the policy, criterion e) is too prescriptive in its reference to expanding specific schools. This is a matter which has to be considered at planning application stage and all options assessed at that time. It may be that the approach recommended in criterion e) is not necessary or there are alternative solutions. The reference to specific schools should be deleted.

### RECOMMENDATION 9

**Add a new paragraph as follows after 6.32:**

**“CBMDC has policies and guidance which relates to investment in infrastructure and planning obligations. These will be applied to the assessment of development proposals and the need for and extent of**

**developer contributions to provision of infrastructure. These policies are based on central government guidance in the NPPF and are as follows: Core Strategy policies: AD2 Investment Priorities for Airedale:ID2 Viability and ID3 Developer Contributions. The adopted supplementary planning document “Planning Obligations”.**

**Amend the policy text as follows;**

**In criterion e) delete sentences 2 and 3.**

POLICY SWES10 - COMMUNITY INFRASTRUCTURE LEVY (CIL)

97.This policy lists priorities for the Council’s spending of monies from the Community Infrastructure Levy (CIL). This is not suitable as a planning policy in the Plan but is rather an aspiration that the Council’s wish to apply. It relates to investment decisions not all of which require planning permission. It is correct that this priority list is included in the Plan but it should be presented in a different format to the planning policies.

#### **RECOMMENDATION 10**

**Amend the policy text such that it is a different format to that of the other planning policies. Alter the title to “Priorities for spending of Community Infrastructure Levy (CIL) monies”**

**In 6.34 amend the sixth sentence as follows; delete “Policy SWES10” and insert “The list below...sets out etc.”**

POLICY SWES11 – SILSDEN LOCAL CENTRE

98.This policy seeks to protect the vitality and viability of Silsden Local Centre but it does not add to existing NPPF, saved RUDP and Core Strategy policies. These existing policies seek to protect the retail function of local centres such as Silsden and encourage main town centre uses to locate within them. Saved RUDP policy CR1A and Core Strategy policy EC5 D and H: City, Town, District and Local Centres promote the vitality and viability of the Silsden local centre and allow main town centre uses<sup>11</sup> of an appropriate scale and subject to other criteria. Policies EC5 J and H also allows office residential, community, cultural, healthcare and educational uses at ground and upper floor levels subject to their scale and impact on the Primary Shopping Areas

99.The NPPF, saved RUDP policy CT5 (Non-Retail Uses in Primary Shopping Areas) and the CBMDC supplementary planning document “Hot Food Takeaways” provide a detailed policy context for consideration of hot food takeaways in local centres which is not added to by the proposed Plan policy.

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<sup>11</sup> As defined by the NPPF glossary

100. Similarly, the policy does not add to the policy context provided by Core Strategy policy DS1 achieving Good Design and the supplementary planning document “Shop Front Design”.

101. The policy is therefore unnecessary and potentially confusing as it fails to include some of the nuances and criteria in the existing policies relating to local centres. I recommend it be deleted. The Councils may wish to consider including supportive text to summarize the existing policy context.

102. The last paragraph of the policy text contains aspirations which the Plan supports. These are not matters which can form planning policies and should be presented in a manner which is distinct from the planning policies.

### **RECOMMENDATION 11**

**Delete policy SWES11 and the supporting text.**

**The final paragraph of the policy can be retained as aspirations which the Plan wishes to support. This should be presented in a format distinct from that of the planning policies and it made clear that these are aspirations not planning policies.**

### **POLICY SWES12 –STEETON WITH EASTBURN LOCAL CENTRE AND LOCAL SHOPS**

103. This policy raises similar issues to SWES 11. It does not effectively add to the existing policies.

104. The policy seeks to clarify how proposals involving loss of retail uses will be considered. This is on the basis of criteria which assess whether there is a detrimental impact on the vitality and viability of the centre. Some of these criteria are vague and confusing and not capable of effective implementation. These are “interruption of a non-residential frontage”, which is open to interpretation and “key non-residential buildings” which are not identified

It is therefore recommended that the policy and supporting text be deleted.

### **RECOMMENDATION 12**

**Delete policy SWES12 and the supporting text.**

### **POLICY SWES13 - PROTECTING LOCAL EMPLOYMENT SITES**

105. This policy identifies strategic existing employment sites which should be protected for employment use. The policy cross-refers to the criteria in Core Strategy policy EC4: Sustainable Economic Growth which establishes this protection is

dependent on the continuing suitability of the site for employment purposes in terms of location, accessibility, adjacent land uses, environmental impacts and market significance.

106. Whilst no evidence is submitted to explain the significance of these sites for employment purposes it was readily apparent from my site visit that the sites are currently viable for employment purposes and functioning as employment sites.

107. CMBDC has pointed out the need for certain boundary changes to be made to the sites as shown on the policies map. These include site SWES13/4: Howden Road (Waterloo Mills), Silsden where part of the site has been redeveloped for residential purposes and SWES13/12: Old Goods Yard, Old Station Road, Steeton to take account of the identification of the site as amenity green space in the Bradford Open Space Assessment (2006). These amendments to the Policies Map should be made. I note the correct boundary for this latter site is as shown on the RUDP proposals map (site KE 1.3) in relation to saved policy E1 which protects employment sites.

### **RECOMMENDATION 13**

**Amend the site boundaries of the following sites on the Policies Map as follows:**

**SWES13/4: Howden Road (Waterloo Mills), Silsden to omit that part of the site which has been redeveloped for residential purposes,**

**SWES13/12: Old Goods Yard, Old Station Road, Steeton to take account of the identification of the site as amenity green space as shown on the RUDP proposals map in relation to saved policy E1.**

### **POLICY SWES14 – MICRO-BUSINESSES**

108. The policy seeks to encourage micro-business development in the urban parts of the Plan area.

109. The policy specifies a micro-business as “less than 10 employees” which is arbitrary and not based on any evidence.

110. The policy does not refer to existing Core Strategy policies EC4 Sustainable Economic Growth which promotes business development supporting tourism culture and leisure-based activities and rural industries in appropriate circumstances. Nor does it mention EC5 Town District and Local Centres which encourages business development in the local centres. This lack of context is confusing.

111. The policy only succeeds in clarifying that in urban areas micro-businesses will be allowed subject to the routine site-specific analyses carried out in the development management process relating to residential amenity, car-parking and

traffic impacts. However, it does not list all the factors which could be taken into account in decisions. For example, accessibility to services, design and impact on trees are not referred to.

112. Given these concerns, I consider this policy is confusing and should be omitted. Existing policies, including national guidance, promote small business development in the urban area subject to site specific development management considerations.

113. There is value in setting out in supporting text to Policy SWES 13 the overall existing policy context for promoting business development in the Plan area.

#### **RECOMMENDATION 14**

**Delete paragraph 6.45 and the text to Policy SWES 14.**

**Add new paragraphs of supporting text to policy SWES13 as follows;**  
**“Current national guidance in the NPPF seeks to create conditions to foster sustainable business development in urban and rural areas. Core Strategy policy EC4 Sustainable Economic Growth promotes business development by supporting tourism culture and leisure-based activities. Furthermore, it promotes rural industries by reuse of existing buildings, farm diversification and support for live – work opportunities. Core Strategy policy EC5 Town District and Local Centres encourages business development in the local centres.**

**Other proposals to develop in the urban parts of the Plan area are considered on their merits particularly in relation to impact on residential amenities, parking and traffic impacts.”**

#### **POLICY SWES15 - PROTECTION OF LOCAL COMMUNITY SITES AND BUILDINGS**

114. This policy builds on advice in the NPPF<sup>12</sup> that planning policies should “plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.”

115. The list of community sites and buildings is largely appropriate for protection subject to the expressed criteria that they should be viable and acceptable in planning terms.

116. The policy would benefit from greater clarity in how to demonstrate that a community use is no longer viable. Reference to a period of marketing of 12 months by chartered surveyors would be reasonable and establish clarity.

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<sup>12</sup> NPPF paragraph 92(a)

117.The text of the policy would benefit further from reference to the need to comply with other planning policies.

## **RECOMMENDATION 15**

**In criterion a of the policy text delete the second sentence beginning with “Such sites”. Replace with “Such sites should be acceptable in terms of other planning policies and in particular be accessible by public transport, walking and cycling and provide adequate car parking; or”**

**In criterion b insert a further sentence as follows;  
“To demonstrate this, applicants should submit evidence that the for a period of 12 months there has been a level of acceptable active marketing by a Chartered Surveyor of the building as a community facility and there has been no demand for the facility.”**

## **POLICY SWES16 – LOCAL GREEN SPACES**

118.This policy designates local green spaces in accordance with the advice in the NPPF<sup>13</sup>. These designations are properly evidenced with respect to the main criteria advised in the NPPF in the Local Green Space assessment document produced by Kirkwells in January 2019.

119.There is some inconsistency with the inclusion of the Bolton Road allotments as green space when other allotments are classed as “recreation provision” and fall under policy SWES17 Protecting and Enhancing Sport and Recreation Provision. The two policy regimes offer similar protection but are different in that the green belt type of protection relating to green space offers more control over visual amenities and retaining the openness of these areas. Given that allotments essentially provide a recreation function, which can require some development to aid their proper function and consistent with the other allotments designations, I consider it more appropriate that the Bolton Road allotments are protected via policy SWES17.

120.Similar issues apply to the Eastburn Playing Fields which I noted at the time of my visit contained goal posts and children’s play facilities. Whilst the playing fields also function as a more passive recreational facility I consider the space offers primarily a recreation function. These facilities are more appropriately protected under sport and recreation provision.

121.During the examination I noted that a number of the proposed sites are not shown on the Policies Map 1 and that there are a number of sites on the map which have no reference. This was corrected in the annotated version of the proposals map forwarded to me by the Mayor of Silsden on the 31/10/2020.

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<sup>13</sup> NPPF paragraph 100

## RECOMMENDATION 16

**In the policy text delete “SWES16/2 Bolton Road Allotments” and “Eastburn Playing Fields” and list them under Policy SWES17.**

**Amend the Policies Map 1 to annotate the location of SWES16/1 Memorial Gardens.**

### POLICY SWES17 – PROTECTING AND ENHANCING SPORT AND RECREATION PROVISION

122. This policy offers protection to sport and recreation facilities in accordance with the NPPF guidance<sup>14</sup>. These facilities provide essential facilities for sport and recreation. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

123. In accordance with NPPF advice the text of the policy should be amended to allow for re-development to alternative uses in the event that it can be demonstrated the site is unsuitable or there is no demand for its use as a sport and recreation facility.

124. The policy is also in general conformity with Core Strategy policy EN1: Protection and improvements in provision of Open Space and Recreation Facilities that seeks to ensure *“Land identified as recreation open space, or which is currently or was formerly used for recreation open space will be protected from development..”*

125. I noted that in the same manner as above in policy SWES16, there are a number of sites on the map which have no reference. This was corrected in the annotated versions of the Policies Map1 forwarded to me by the Mayor of Silsden on the 31/10/2020 and the Chair of Eastburn and Steeton Parish Council on the 3/11/20.

126. The Carter Royd allotments should be added as SWES 17/17 to the list of sites in the policy text.

127. I noted on my site visit that Jacksons Field ref:SWES17/5 in Silsden did not appear to be in active use at the time as a sports facility. Subsequently, on behalf of the Parishes it was confirmed by Councillor Rebecca Whitaker that it has been mainly in use for temporary markets, circuses and galas and not sport or recreation. It should therefore be deleted from the list of sites under this policy.

#### SWES 17/7 Airedale Hospital Sports Ground

128. An objection to the designation of this site was received from the Airedale Trust.

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<sup>14</sup> NPPF paragraph 97

129.The Trust objects to the designation of site 17/7 the Hospital Sports Ground on the basis that it has not been used as a sports pitch since 1993 and access is only achievable for pedestrians. Furthermore, it points out there is no reference to the site in the “Bradford Open Space Sport and Recreation Study”, 2006 and this therefore excludes the site as one “identified” for protection via Core Strategy policy EN1 Protection and Improvements in Provision of Open Space and Recreation Facilities. It submits further that whilst the RUDP allocated the site for these purposes, it has not been used as such and that it was wrongly identified at that stage as “bookable” by the public, rather than a private facility. For these reasons, the Trust submits it should not have been identified for open space or recreation purposes.

130. I do not consider that as its use as a private facility precludes its identification for these purposes in this Plan. Private facilities of this nature help fulfil a public need.

131.I noted on my site visit that the site was overgrown and buildings on it have been demolished. I sought the views of CBMDC and the Parishes on the objection from the Trust and the status of the sports ground.

132.CBMDC confirmed it is currently in the process of preparing an updated Open Space Audit to support the emerging Core Strategy Partial Review and Allocations DPD. This has involved undertaking assessments of all existing identified areas of open space. This audit does not include the site. Similarly, the most recent iteration of the Council’s Playing Pitch Strategy Assessment Report & Strategy, did not identify the site as a playing pitch.

133.I consider on the basis of this evidence there is no basis on which to include this as a protected site for sport and recreation. This designation would be contrary to National Planning Practice Guidance (NPPG) that “Proportionate, robust evidence should support the choices made”<sup>15</sup>.

#### Airedale Mews Garden

134.The Trust maintains that this site has never been used for sport or recreation and indeed was the location for landscaping as part of a 2003 planning permission for hospital accommodation. It is maintained the land does not function as a garden but simply as a landscaped buffer as intended in the planning permission with no public access.

135.It is noted the site is allocated as Village Green Space by saved RUDP policy OS7.

136.CBMDC responded to my questions that the “Bradford Open Space, Sport and Recreation Study”, undertaken by KKP on behalf of CBMDC, published in 2006 does not directly refer to individual sites. However, in order to inform its findings a mapping exercise was undertaken to identify and classify the various areas of open

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<sup>15</sup> Paragraph: 040 Reference ID: 41-040-20160211

space, sporting and recreational facilities within the district. This mapping exercise was not published with the study report. This work identified the area known as Airedale Mews Gardens as being an area of “amenity greenspace” (under PGG17 typologies). These areas provide opportunities for informal activities close to home or work, or enhancement of the appearance of residential or other areas.

137.I note that the site forms part of the landscape buffer between B6265 Skipton Road and hospital campus. It is also identified in the under saved RUDP policy OS7 as a village green space.

138.CBMDC are currently in the process of preparing an updated Open Space Audit to support the emerging Core Strategy Partial Review and Allocations DPD. This has involved undertaking assessments of all existing identified areas of open space. Results from this audit suggest that part of the site should be classified under the amenity greenspace typology.

139.On the basis of this evidence and observations on my site visit I consider this site is more appropriate for designation as local green space in accordance with national guidance. This would reflect its role as a landscape buffer with passive recreation value. I am satisfied that the site meets the local green space requirements in paragraph 100 of the NPPF, namely that the site is:

- a) in reasonably close proximity to the community it serves;*
- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
- c) local in character and is not an extensive tract of land.*

## **RECOMMENDATION 16**

**Add “Bolton Road Allotments” and “Eastburn Playing Fields” to the list of facilities.**

**Add “ SWES17/16 Keighley Road Allotments” to the list of sites in the policy text.**

**Delete “SWEES 17/5 Jackson’s Field, SWES 17/7 Airedale Hospital Sports Ground and SES17/8 Airedale Mews Garden” from the policy.**

**Add “SEWS 17/8 Airedale Mews Garden” to the list of sites policy SWES 16.**

**The Carter Royd allotments should be added as SWES 17/17 to the list of sites in the policy text.**

**Amend the Policies Map 1 to reflect all the above amendments and add all site references to the Policies Map 1 as indicated on the annotated policies maps**

**forwarded during the examination by the Parishes.**

**Add the following to the end of the text to the policy;**

**“or**

**an assessment has been undertaken which has clearly shown the recreational use of the buildings or land to be surplus to requirements or unsuitable for such use.”**

#### **POLICY SWES18 – TOURISM DEVELOPMENT**

140. The policy seeks to cover a wide range of policy scenarios but does not cross-refer to other relevant planning policies and development management criteria which may be applicable. There is a complex interplay of policies which affect consideration of tourism development. It is potentially confusing to include this policy without reference to these other relevant policies. The confusion is exacerbated as tourism development covers a wide range and scale of activities which is not defined in the policy.

141. The policy does not add significantly to the range of existing policies and development management criteria which may be applicable. There is reference to encouraging tourism in the canal area of Silsden but this is only a general statement with no specific proposals or allocations. Improvements to footpaths is an aspiration rather than the subject of a planning policy.

142. The desire to signal in the Plan the support of tourism development is understood. In the absence of effective new tourism policies and to avoid confusion I recommend the policy be deleted but that an aspiration to support tourism in the context of existing policies could be included in the Plan.

#### **RECOMMENDATION 17**

**Alter paragraph 6.57 as follows:**

**“This section of the plan contains aspirations to support tourism. This is not a policy but a significant objective of the Parish Councils.”**

**In 6.58 second sentence delete “NDP” insert “Parish Councils”. At the end of this sentence add “and conform to the range of national planning guidance local policies and site-specific development management considerations. There is scope for tourism of the appropriate scale in the urban areas, particularly within the Local Centres and in green belt and other rural locations.”**

**Delete the text of the policy.**

**Add the following as a new paragraph after 6.58;**

**“In particular, the Parish Councils wish to encourage**

- Further hotel (Use Class C1) development**
- Bed and breakfast accommodation and tourist related diversification of existing rural enterprises**
- Development of the canal area in Silsden to encourage and support growth in tourism**
- Promotion of walking and cycling by improvements to footpaths and rights of way**
- Creation of new links to tourism assets in the wider area**

## SECTION 7 HOW to COMMENT ON THIS DOCUMENT

### RECOMMENDATION 18

143.Delete this section.

## SECTION 8 MONITORING and REVIEW

144.This section usefully summarises the need to monitor and review.

### SUMMARY

145.I have completed an independent examination of the Neighbourhood Development Plan.

146.The Parishes have carried out an appropriate level of consultation and shown how it has responded to the comments it has received. I have taken into account the further comments received as part of the consultation under Regulations 14 and 16 on the Neighbourhood Planning Regulations 2012.

147.I have recommended modifications to the policies in order to satisfy the basic conditions particularly to ensure that they provide a clear basis for decision-making in accordance with the NPPF and local development plan policies.

148.Subject to these modifications, I am satisfied that the plan meets the Basic Conditions, as follows:

149. I am also satisfied that the Plan meets the procedural requirements of Schedule 4B of the Town and Country Planning Act 1990.

150. I am required to consider whether the referendum area should extend beyond the Neighbourhood Plan area, and if it is to be extended, the nature of that extension.

151.There is no evidence to suggest that the referendum area should extend beyond the boundaries of the plan area, as they are currently

defined.

152.I am therefore pleased to recommend that this Neighbourhood Development Plan, as modified by my recommendations should proceed to a referendum.

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## Report of the Director of Place to the meeting of Executive to be held on 5 January 2020

**DA**

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### **Subject:**

Response to Petition about Keighley Library

### **Summary statement:**

Executive is asked to note the information contained in this report in response to a petition about Keighley Library that was presented to Council on 8 December 2020.

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Jason Longhurst  
Interim Director of Place

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### **Portfolio:**

**Healthy People & Places**

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

**Regeneration and Environment**

## 1. SUMMARY

A petition about the future of Keighley Library, due to be presented to Council in March 2020, was delayed by the coronavirus pandemic and finally presented to Council in December 2020. As a result of this delay, the petition is out of step with the decisions taken by the Council, and not reflective of the positive new vision and model for the Library Service that has been agreed and is now being implemented.

We can confirm that the Council is not closing Keighley Library, or any other library across the District. Instead, the Council is investing in the Library Service, in recognition of the important role it plays in people's lives and in supporting the Council's priorities, and is seeking to further develop the potential of our libraries to achieve even more.

## 2. BACKGROUND

A petition concerning the future of Keighley Library was presented to Council on 8 December 2020 by Ms Jane Lee, who chairs the Friends of Keighley Library group. The petition was originally due to be presented to Council on 17 March 2020, but the meeting was cancelled due to the coronavirus pandemic.

The petition contains 1738 signatures and states: *"Bradford Council are looking into making major changes to the way Keighley Library currently functions. This will include making several redundancies and possibly in the near future end with total closure. These changes are being introduced for one purpose only. TO SAVE MONEY. These changes are definitely not in the best interests for the residents of Keighley."*

The petition followed a major review of the Library Service during 2019, which involved a needs assessment and District wide public engagement, with a view to saving £1.05M in 2020/21. Formal public consultation on the draft strategy took place between 10 February - 15 March 2020, and the final report and recommendations were agreed by the Council's Executive on 24 March 2020.

On the date the petition was originally intended to be presented the results of the consultation and the final strategy for the Library Service were not known and therefore had not been presented or agreed. The full details of the consultation response and the agreed new vision and model for the Service were published as part of the papers of the 24 March Executive meeting (Item 14).

The final report clearly articulates a commitment from the Council to retain all existing library services across the District, whilst £700k investment from the Council's Health and Wellbeing budget would enable the service to build on and enhance the work it already does to meet priority outcomes including: tackling poverty, addressing social isolation, assisting people back into employment and helping with school readiness.

The remainder of the £1.05M savings requirement (£350k) was met in 2020/21 from Council reserves, and work is underway to identify sources of funding to cover this

gap in 2021/2 onwards. There have been no further library service redundancies since March, and there are no plans to close any libraries across the District.

### **3. OTHER CONSIDERATIONS**

Keighley Library has been selected as one of the libraries in which to pilot the 'tailored offer' as part of the new model for the Library Service. The 'tailored offer' will be developed individually for each library in response to specific local needs and circumstances, working with local community groups and partners.

A Working Group is being established for each pilot to meet in January, and it has been confirmed that Ms Lee will be invited to join the Keighley Library Working Group to represent the Friends of Keighley Library.

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

No further budget savings are planned for the Library Service in 2021/22, over and above the £350k deferred from the current financial year.

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

There are no significant risks.

### **6. LEGAL APPRAISAL**

There are no direct legal issues arising out of this report.

### **7. OTHER IMPLICATIONS**

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

The Council has committed to further local public engagement and consultation on any changes to libraries as a result of implementing the new vision and model for the Library Service. In doing so, we will seek to include as diverse a range of local groups as possible.

#### **7.2 SUSTAINABILITY IMPLICATIONS**

There are no significant sustainability implications.

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

There are no significant greenhouse gas emissions impacts.

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

There are no significant community safety implications.

## **7.5 HUMAN RIGHTS ACT**

There are no significant implications.

## **7.6 TRADE UNION**

Staff representatives will also be included in the Working Groups piloting the implementation of the new model for the Library Service; staff and Trade Union representatives will be kept regularly involved and informed.

## **7.7 WARD IMPLICATIONS**

The petition was of particular concern to Keighley Central ward.

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

The Keighley Area Co-ordinator has already been engaged with in relation to the Keighley Library pilot work; local ward councillors will also be informed and engaged.

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

Not applicable.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

Not applicable.

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

None.

## **9. RECOMMENDATIONS**

That the information presented in this report in relation to the petition about Keighley Library be noted-

## **10. APPENDICES**

N/A