

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

POST CONSULTATION DRAFT V7.1



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Foreword

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

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

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

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

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



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

A Place in Which to Thrive

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

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

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

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

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

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



OUR VISION

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

OUR OBJECTIVES

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

We will:

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

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

We will:

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

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

We will:

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

MEASURING SUCCESS

We will monitor and report on the following key targets:

MORE HOMES

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

New Affordable Housing Delivered, 411 per annum

QUALITY HOMES & NEIGHBOURHOODS

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

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

HOMES FOR ALL

An increase in the rates of successful homelessness preventions

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



Our Opportunities

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

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

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

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

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

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

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

Our Challenges

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

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

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

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

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

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

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

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

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

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

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

Our Approach

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

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

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

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

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

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

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

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



Maximising Outcomes

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

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

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

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

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

IMPROVE AFFORDABILITY

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

PROVIDE EFFECTIVE PLACE MAKING

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

SUPPORT HEALTHY LIVING

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

PROVIDE SUSTAINABLE HOUSING IN SUSTAINABLE NEIGHBOURHOODS

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

IMPROVE AFFORDABILITY

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

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

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

SUPPORT HEALTHY LIVING

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

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

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

SUSTAINABLE HOUSING IN SUSTAINABLE NEIGHBOURHOODS

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

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

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

EFFECTIVE PLACE MAKING

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

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

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

Key Objective 1 – More Homes

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

THE EVIDENCE

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

Empty Homes Action Plan

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

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

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



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

CHALLENGES

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

New Homes with electrical charging points

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



Sustainable Developments

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



Modern Methods of Construction (MMC)

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



OUR APPROACH TO DELIVERY

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

HOW WE WILL MEASURE SUCCESS

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

New Bolton Woods “Urban Village”

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



Deliver housing in the places they are needed

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

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

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

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

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

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

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

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

ROLE OF SOCIAL HOUSING

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



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

Bradford Youthbuild

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

Incommunities GEM Programme

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

Key Objective 2 – Quality Homes & Neighbourhoods

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

THE EVIDENCE

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

The 3 E's: Education, Encouragement, Enforcement

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

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

CHALLENGES

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

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

OUR APPROACH TO DELIVERY

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

Creating Healthy Places

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

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



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

HOW WE WILL MEASURE SUCCESS

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

Home heating, insulation and renewable sources of energy

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

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



Improving homes & the neighbourhood: Chain Street

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



Better Homes & Neighbourhoods through Net Zero Carbon

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

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

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

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

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



Key Objective 3 – Homes For All

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

THE EVIDENCE

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



Inclusive and accessible housing

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

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

CHALLENGES

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

OUR APPROACH TO DELIVERY

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

BRICSS

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



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

HOW WE WILL MEASURE SUCCESS

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

Housing First

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

Delivering the Strategy

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

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

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

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

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

Key messages and principles for delivery partners

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

BACK COVER

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

Bradford District Plan 2016-2020

Bradford Council Plan 2016-2020

Bradford Homelessness & Rough Sleeping Strategy 2020-2025

Housing Delivery Test Action Plan 2019

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

Joint Strategic Needs Assessment for Bradford 2019

Adopted Core Strategy Development Plan Document

Core Strategy Partial Review 2019

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

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

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

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

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

Stronger Communities Together Strategy

Improving Lives to 2040, Strategic Plan (Incommunities)

Other partner strategies, plans and programmes



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