



**BRADFORD**  
working in partnership

# **Community Strategy 2011-14**

## **for Bradford District**

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# 1 FOREWORD from the Chair of Bradford District Partnership

The Bradford District Community Strategy sets out the most important things we can do to meet the significant challenges facing the district over the next three years. Its outcomes, aims and objectives will contribute to realising the ambitions of our **2020 Vision**, building on what we have already achieved.

We can secure better outcomes by working as partners with the involvement of communities than we can ever hope to achieve by working in isolation. There can be no question that our commitment to working together with a common purpose for the wellbeing of the district is more important than ever.

The effect of the global economic crisis on our local economy and businesses, jobs, income, housing and services cannot be underestimated, particularly given the impact of national austerity measures on public finances.

The public, voluntary and community sectors face greatly reduced resources but rising public expectation and demand. Partners will have to manage expectations in a way that is open and accountable, empowers communities and families and builds confidence in local institutions, services and democracy.

We must continue to demonstrate our readiness to look at public, voluntary and community sector budgets, spending and services in their entirety, ensuring that we collaborate in doing everything we can to maximise efficiency, protect services and deliver on priorities.

The district needs the private sector to generate significant numbers of new jobs, to address existing levels of worklessness and help compensate for public sector losses, against a backdrop of ongoing global economic uncertainty. So securing private sector growth and inward investment is critical. If we are to harness fully the energy and dynamism of the private sector, then our public sector must join forces in partnership with business to help create the conditions necessary to generate lasting economic prosperity.

The challenge to citizens and communities is for them to recognise that they too have a stake in contributing to achieving our ambitions for the district so providers must do more to engage them as genuine partners, not passive recipients of services.

The Strategy addresses critical issues and reflects the continued high level of commitment across the Partnership. We recognise that our strategic aims are ambitious, but make no apology for that because, while the future holds major challenge for us all, private, public, voluntary sectors and communities alike, it will also bring opportunities.

The ultimate challenge is ensuring we work together to build and sustain confident, prosperous and outward looking communities across the district. With collective determination, hard graft and endeavour I have no doubt that we can achieve that goal.

## 2. OUR VISION

In Bradford, we agreed our long term ambitions in 2000 and set these out in the **2020 Vision** as a route map towards a transformed district. This articulated a bold, ambitious and aspirational vision, building on the district's heritage of beautiful buildings and landscapes, and vibrant and diverse urban and rural communities.

**“By 2020, Bradford district will be a prosperous, creative, diverse, inclusive place where people are proud of their shared values and identity, and work together to secure this vision for future generations.**

**The District will draw strength from its diversity – making full use of the skills, qualities and enterprise of its people – to create a vibrant community and cultural life for all”.**

*2020 Vision*

We have agreed that we will make good progress towards our 2020 Vision during 2011-14 if all partners focus on working with citizens to achieve the following four broad and high level outcomes:

- Bradford's economy is increasingly resilient, sustainable, and fair, promoting prosperity and wellbeing across the district;
- Bradford becomes an increasingly inclusive district where everyone is able to participate in the life of their communities and neighbourhoods, and understands their rights and obligations;
- Bradford's people experience improving good health, wellbeing and quality of life, irrespective of their community, background or neighbourhood;
- Bradford becomes a more attractive district supported by good connectivity and infrastructure.

Using this outcome-based approach allows us to better understand the sequence in which we can best address issues to make the greatest impact for the district. We can see more clearly the steps we need to take to begin to tackle some longer-term issues – the building blocks for the next three years. It enables us to prioritise with greater clarity.

### **Transformational Priorities**

We have identified three priorities that have the ability to powerfully transform the district, as they are the levers that focus capacity and resources to effect the biggest change possible. These transformational priorities are:

- Regenerating our City Centre and drive economic growth across the district;
- Raising our educational attainment and supporting our children and young people to reach their full potential; and
- Developing our skills base to equip people with skills for work.

These priorities are key to achieving the sustainable wellbeing of our district, as part

of the long-term solutions which build the social and economic capacity of our communities.

However, we will not deliver the transformational priorities, and in turn the longer term outcomes, if we do not begin to address the following in the short term:

- Ensuring that there is sufficient housing supply and quality to meet the district's needs;
- Improving active citizenship and community resilience;
- Tackling poverty, deprivation and the negative consequences of inequality.

### 3 OUTCOMES

In this section, we look at each high-level outcome in turn, and set out the strategic aims that underpin them and that define the things that need to be achieved in the medium-term in order to secure those longer-term outcomes.

**OUTCOME 1:** Bradford's economy is increasingly resilient, sustainable, and fair, promoting prosperity and wellbeing across the District.

The next three years are a very important period for our economic development. The district has great assets to draw upon, including an entrepreneurial and growing population, a tradition of making and trading, nationally-recognised companies and the momentum provided by the regeneration of the city centre.

But challenges remain. There are structural challenges that run deeper than the impact of the current economic recession, illustrated by a low wage profile across the district.

Economic success is critical to the success of the rest of the Community Strategy; equally, our economic aims and objectives can only be achieved through a whole host of businesses, organisations, and communities all playing their part.

We will work towards our long term outcome by pursuing the following strategic aims:

- **To regenerate our city centre and drive economic growth across the district.**

This is a ***transformational priority*** for district partners, as the city centre is a key economic driver for the district. A successful city centre is pivotal to the prosperity of the district and the city region overall. Bradford city centre is a major location for employment and is a major retail and cultural centre.

Bradford West Area supports the city centre as a priority, particularly focusing on keeping it safe and clean.

Public sector investment and support will help to enable the city to attract inward investment and enhance its competitiveness. Partners, particularly in the public sector, have been considering their estate strategies to ensure that employment is concentrated in key locations like the city centre. Enhancing the city centre will make it more attractive as a place for business, shopping and for leisure, tourism and cultural activity.

City centre regeneration is central to our transformational ambitions for the district as a whole. We will continue to improve our town centres as important economic and cultural catalysts for their local communities.

- **To deliver economic development, without compromising the quality of life of future generations.**

Keighley Area Plan highlights support of local businesses as key to their communities.

Promoting an enterprising culture is of particular importance to Shipley Area.

Increasing the number and diversity of local businesses and their levels of activity and trade will contribute to resilient economic growth. It must also be sustainable growth that maintains or improves the quality of life for future generations.

Providing support for individual entrepreneurs can have a significant effect on their current business and future activity, and the private sector is well

placed to provide mentoring and support for entrepreneurs, passing on knowledge and experience on a one to one basis, either through formal programmes or more informal networks.

- **To improve the economic wellbeing of the people across the district.**

This is key to building the capacity and resilience of our people and their communities, to ensuring that they participate fully in society and to reducing exclusion. Increasing the provision of quality, long term jobs for residents through the growth of existing businesses, start ups from within the district, and promoting the Bradford district as the place where businesses want to relocate to grow is an important factor in making sure our communities benefit from economic growth.

Support for new businesses is seen as a key action for both Bradford East and West areas.

We are committed to reducing the effects of economic and social inequality and will work together to narrow the gap between the most disadvantaged and the rest to ensure all communities can benefit from the economic and social development across the district. Tackling poverty and inequalities is one priority that partners agree needs the immediate attention of all us, to begin action now that will effect change in the longer term.

- **OUTCOME 2: Bradford becomes an increasingly inclusive District where everyone is able to participate in the life of their communities and neighbourhoods, and understands their rights and obligations;**

People living in places which have a strong sense of community tend to enjoy a better quality of life in terms of their happiness, health and wellbeing, and experience lower levels of anti-social behaviour and fear of crime.

Where there are strong local networks, where there are high levels of skills and employment, where communities have good relations with other communities, people are better able to challenge unacceptable behaviour, to improve life for themselves, and to influence local decision makers and to get involved.

Exclusion, inequality, a lack of cohesion and fear of crime are all threats to strong and resilient communities. Bradford district has high levels of disadvantage and social exclusion, and consultation with our residents shows that some neighbourhoods

exhibit these barriers to good community life. Some of our communities are also blighted by low aspirations and inter-generational worklessness.

We need to address the reasons why people don't get involved in local community and social activities and sometimes are not good neighbours. All of our residents should be equipped with the education, skills and knowledge to play an active part in their community.

The strategic aims that will contribute to a longer term outcome to improve the life and resilience of communities are:

- **to raise our educational attainment and support our children and young people to reach their full potential**

Educational attainment in the district is broadly improving, but the attainment gap is still wide, particularly for those young people from disadvantaged communities. We know, through existing research and data, that poverty is a critical factor in the underachievement of significant numbers of our children. We need the district's schools to deliver excellent teaching and imaginative learning opportunities to all of our children and young people irrespective of barriers, and to work with partners to address the adverse effects of childhood

Improved services for children and improving educational attainment are key concerns for Keighley, Bradford West, East and South Areas.

Bradford West Area Plan would like to see stronger school and business links.

poverty. This illustrates the interconnectedness and complexity of the issues that the district faces and is why striving to ensure that every one of our children has the best possible start in life remains one of the three **transformational priorities** for the district's partners.

Raising achievement and attainment is fundamental to the regeneration of Bradford as a whole. Well motivated and socially engaged young people with a high level of skills and knowledge will support our economic regeneration, and contribute towards family resilience and community cohesion.

- **to develop our skills-base to equip people with skills for work**

We have a legacy of low skills levels, and corresponding high levels of worklessness, that not only put a brake on the district's productivity and economic growth, but also limits people's ability to do things for themselves, creating dependency on public services. Skills for work is the third **transformational priority** to which partners remain committed.

A fundamental challenge is to broaden the curriculum for post-16 learning, to ensure that it is stimulating, attractive and responsive to all young people at all levels to reduce the numbers of young people leaving school without the basic life and 'employability' skills. Informal adult and community learning can also play a vital role in re-engaging people in learning, giving them confidence and self-esteem. We must continue to build a solid platform of basic and intermediate skills to ensure that all of our residents have the skills to compete in a modern, flexible labour market.

Promoting skills based learning opportunities and training are important actions for the Keighley and Bradford South areas.



We also recognise that for many people, other skills for life are needed to tackle exclusion from society, to prepare for the world of work, or to help them engage as active citizens.

- **to foster safe, self-reliant, and resilient communities and neighbourhoods, that people take pride in**

We know from consultation that tackling crime and making communities safer is one of the most important things for our residents. We do face some significant challenges, with the misuse of both alcohol and drugs playing a significant part in too many crimes. We need to continue to reduce crime and anti-social behaviour levels, and galvanise a range of partners to work with residents to create neighbourhoods that are safe and welcoming.

All five Area Plans have identified anti-social behaviour as an issue to address.

The role of people and communities themselves is also vital in creating safe and welcoming places. We must encourage a shift from dependency on public service delivery, so that people understand their rights and obligations and are able to be active agents in their own and their families' lives. We need to continue to find ways to empower people so that they build their capacity to do things for themselves, and develop the capacity, networks and connections – 'social capital' – in their communities. Evidence suggests that communities which are strong and self-confident demonstrate good community relations with others.

All local areas have identified the need to work stronger more resilient communities in their current area plans.

- **to devolve influence and decision making, commissioning and resources to localities**

A related aim is to develop an approach across partners that recognises the role that people, communities and neighbourhoods can play in being able to meet local needs and priorities. Enabling people to work together to influence services, to allocate resources and make decisions is key to building and sustaining strong, resilient communities.

Partners will work with neighbourhoods and communities to make sure people have opportunities to get involved and feel that they have a say in decisions that affect their lives. Encouraging greater involvement and devolving decision making will in turn increase public confidence and trust in public services and increase community cohesion.

- **OUTCOME 3: Bradford's people experience improving good health, wellbeing and quality of life, irrespective of their community, background or neighbourhood.**

Our sense of wellbeing and our health are affected by every aspect of our lives: where we live and work, the natural and built environment, our education and family background, the food we eat and our own behaviour. Many of the aims in this Community Strategy will contribute to people's health and wellbeing. Much of our ability to deliver the commitments in this strategy will depend on how fit and healthy

our residents and communities are.

There are deep-seated and stubborn health problems in the district, including obesity, cardio-vascular disease and infant mortality. Inequalities in people's health across the district are stark, and mirror the clusters of deprivation within the district. Inner city urban areas and outlying social housing estates suffer disproportionately in relation to all the key health issues.

Our growing young and older population profiles have a disproportionate impact on demand for social care and health services, as increases in long-term conditions, children's health problems, and diseases of old age, are manifested in our population.

We are also in the midst of major changes in the way that health, social care and wellbeing services are configured, in response to national Government policies on GP commissioning and public health provision, on welfare and benefits. Partners across the BDP family agree that we need to plan these changes together locally to ensure that impacts – sometimes unintended, unforeseen and negative – are managed and risks mitigated.

Our specific strategic aims that will contribute to this outcome to reduce health inequalities and improve general wellbeing across the district are:

- **to improve people's capacity to make informed decisions about healthy lifestyle choices and minimise risky behaviour**

We have made inroads into helping people across the district to take more responsibility for their own health and wellbeing through diet, exercise, sensible use of alcohol, and giving up smoking. However, smoking and obesity remain the two biggest preventable causes of illness and early death in the district.

Bradford South and Keighley have determined the issue of obesity as being a concern in their locality.

We must continue to work as partners to increase awareness about the effects of alcohol, tobacco and drugs misuse and work with those most at risk. We will provide targeted advice and information about how to remain healthy and well, and work with partners in all sectors to provide a mixed market provision of opportunities for people to take part in different types of affordable and enjoyable physical activities and sport.

Substance misuse has been highlighted by Keighley Area Plan as an action for partners.

- **to close the health inequalities gap, while raising wellbeing levels across the whole district**

In our efforts to improve general wellbeing for all of our communities, we need to pay particular attention to the underlying determinants of health and wellbeing, and to the gap between those experiencing the best and worst health outcomes. The causes of these inequality gaps are not simple. However it is the gaps and their causes that we must focus on if we are to continue to make improvements in health and wellbeing locally, and to reach the point where life expectancy across every part of the district matches national averages.

Improving people's economic prospects, through training and employment opportunities, is the prime route that partners have agreed will contribute the most to closing health inequalities gaps. Building this economic capacity will help to

tackle low household income, child poverty, poor housing and fuel poverty, and will therefore help to deliver this strategic aim.

We will work across all sectors involved in health and social care services to ensure provision of care and quality support for the most vulnerable adults, children and families. This will include effective support to help people to live in their own homes and stay connected and supported by relatives, friends and their communities; and being more aware of vulnerable families and older people living on very low incomes who are otherwise not supported by local public services.

Bradford East and South identify issues around health inequalities in their current area action plans.

- **to support people to sustain their own health and wellbeing during life changes or transitions in circumstances**

We know that prevention, timely intervention and support given at an early stage in life changing events such as the onset of chronic conditions and the transition into old age helps people to stay independent and self reliant. We also recognise that early intervention can be squeezed and so will work across all sectors to support individuals, families and neighbourhoods so that people with long-term needs can live as independently as they can.

We will continue to develop more integrated health and social care services so that we are better able to respond to people with changing needs. We want people who use services and their carers to enjoy the best possible quality of life, using where possible personalised services that promote independence and allow people to access leisure, learning and other supporting services.

We are particularly keen to develop the greater partnership working that is needed between health providers, schools and education services, and social care to support young people with complex needs, especially at transition to adult services.

**OUTCOME 4: Bradford becomes a more attractive District, supported by good connectivity and infrastructure.**

The natural environment and our built infrastructure play an important role in how people feel about where they live, work and spend their leisure time. Both natural and built environments play a crucial part in enabling us to deliver economic growth and regeneration, and health and wellbeing outcomes for the district. As multi-sector partners we must seek to promote the sustainable wellbeing of the district.

We wish to make sure that we protect and nurture our natural environment and our built heritage so that Bradford district develops a strong culture of sustainability.

The interplay between our physical and our digital infrastructure therefore becomes increasingly important in meeting our need to grow our economy while minimising the impact on our future generations, through wise and efficient resource management and planning.

The following strategic aims will contribute to our final long term outcome:

- **to create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change.**

We will use resources efficiently, minimising energy and water use, re-using as much as possible, and expanding the use of renewable energy and locally sourced fuels. This will involve new approaches to managing waste in order to minimise waste, maximise recycling and reduce waste going to landfill.

Shingley Area Committee have strongly identified recycling, waste reduction, renewables and fuel efficiency as key elements of their area action plan.

All Areas include climate change as a concern, with Keighley and Bradford East seeing education as a key activity to prompt behaviour change.

We will work together across sectors and within our neighbourhoods and communities to promote responsible attitudes to the environment at a very local level and to the use of resources on a grander scale. We will promote behaviour change through the use of enforcement activity and social marketing to increase awareness and a sense of responsibility for sustainable patterns of consumption and development, and for reducing the carbon footprint of individuals, households and businesses by minimising energy use and maximising the use of renewable resources.

- **to enhance transport and connectivity across the district while protecting our biodiversity and natural environment.**

We will continue to work to create a sustainable, and well-connected and environmentally sustainable transport system, seeking further investment, wherever possible, to achieve better integration between modes of transport and to increase accessibility for all. The district is working with partners across West Yorkshire (through the Local Transport Plan 2011-26) to deliver a transport system which connects people and places in ways that support the environment, the economy and their quality of life.

The promotion of sustainable transport options has been highlighted as a key issue by Shingley Area Committee.

In the next three years, we wish to continue making progress towards a low carbon, sustainable transport system for West Yorkshire, improving public transport and promoting cycling and walking as well as enhancing footpaths and bridleways.

We also will seek to reduce the level and frequency of commuting to work by encouraging a more flexible approach to working and by strengthening the digital connectivity of the district by promoting excellent broadband access and effective mobile phone reception.

- **to increase in the quality, quantity and affordability of sustainable housing across the district.**

We need to ensure a sufficient supply of decent and affordable homes so that the right houses are in the right places, and at the right price.

The national housing- and mortgage-market crises, combined with the district's strong population growth, means that there are particular challenges around the supply, cost and changes in availability of public subsidy for new affordable homes for the district.

Bradford West highlights housing as an issue.

We must attract private investment to deliver new housing, particularly within the inner city where overcrowding issues are more acute, and on previously developed land, where costs are higher and sales values are lower. We must make effective use of brownfield sites and empty homes in recognition of the importance of open spaces to our communities.

The funding climate and availability of public subsidy for new affordable homes has fundamentally changed over the last year. Potential first time buyers struggle to find the large deposits required by lenders, even after recent house price falls. All public and private sector partners must look at new models of funding, delivery and partnership approaches.

A wide range of partners are working towards maximising the significant regeneration potential within the Canal Road Corridor. Objectives for the corridor include delivering a series of vibrant and diverse new sustainable settlements that provide a quality environment for local people to live, work and thrive, together with mixed-use development to support economic growth.

- **to ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing.**

We need to secure economic development, and transport and housing improvements, in order to promote the prosperity and wellbeing of the district. We need to find ways to balance addressing these needs with protecting our natural environment, green spaces, and built heritage, to minimise any cost to resources for future generations.

As partners we will work through these decisions, and plan for our growing population, for homes, jobs, healthcare, education, shops and recreation spaces. Planning and land-use strategies will make the best use of brownfield sites, empty homes and properties, and make the district a focus in West Yorkshire for sustainable economic growth, with high quality employment and the right housing in the right places.

Balancing the natural environment, the economy, and the development of vibrant and safe communities is a crucial role in delivering the spatial dimensions of the Community Strategy.

## 4. OUR APPROACH – *Working Together*

In working together on this Community Strategy, partners have restated a number of principles that underpin and support our approach to delivering the long term vision and the strategy for the district. We must continue our strong track record of collaborating across the sectors, and continue to plan together to deliver outcomes for the district.

### Partnership Principles

- **Reducing disadvantage and inequalities**  
We continue to believe that working to narrow the inequalities gap is likely to bring greater benefits to all communities and neighbourhoods, and not just to the most disadvantaged. Reducing disadvantage benefits us all.
- **Supporting the most vulnerable**  
For our collaboration to have the greatest impact on outcomes for the district, we will target our efforts on the most vulnerable people and communities. We will do this not only through a needs-led approach, but by building on the assets and capabilities of families and communities themselves.
- **Building capacity and resilience**  
Partners continue to work with people, communities and networks, to encourage people to become active agents in their own lives, promoting social responsibility and active citizenship.
- **A greater say in decisions**  
Enabling people to build their capacity and resilience can only work effectively if we underpin it with greater opportunities to influence decision making, working with people and networks to strengthen local accountability.

**Taken together, these principles sum up the collective and individual Community Leadership approach all partners will adopt** – this requires partners to work across sectors, to make connections and sustain productive relationships. And not just with other organisations, but with the citizens and communities whose potential and actual capabilities are the basis for improved outcomes.

These principles have helped us to focus on what is most important for the district.

### Evidence and Intelligence

The evidence base for the Community Strategy is summarised in a sister publication, the *State of the District*, which is reviewed annually. This report illustrates trends, performance and forecasts across a wide range of policy areas, and details progress against the commitments of the Community Strategy 2008-11.

This strategy has been developed with the extensive involvement of partners and partnerships in the district, and also draws on consultation with citizens and service users to find out the issues that concern them, including views of residents captured through the Bradford District Perceptions Survey.

## **A Smarter Strategy with Focused Priorities**

This Community Strategy for 2011-14 is deliberately concise and to the point. As partners, we have learned from implementing the previous strategy how important it is to have clarity about our shared intentions. This is especially true in the current challenging economic environment.

In the face of increasingly limited public resources, we must prioritise our efforts to focus on areas of greatest need, and where we can only make the progress needed by working together.

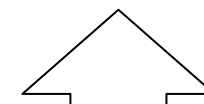
This Strategy does not exist in isolation. A number of regional and national policies shape our planning. Within the district, this strategy sits above a set of partnership and organisational plans, and guides our joint efforts to improve the district.

The Community Strategy 2011-14 will be delivered by many agencies and partners, through implementing their own more detailed plans and strategies, and by working together closely with our communities and neighbourhoods, to achieve the outcomes, aims and objectives.

It is therefore vital that there is clear responsibility and accountability for the contributions all partners make to implement the Strategy. This is why we have adopted an Outcomes Framework, to be clear what individual and collective contributions are needed to ensure that we all make the strategy's commitments a reality.

## Bradford District Community Strategy 2011-14 Outcomes Framework - Overview

**Vision** By 2020, Bradford district will be a vibrant, prosperous, creative, peaceful, diverse, inclusive place where people are proud of their shared values and identity, and work together to secure this vision for future generations.



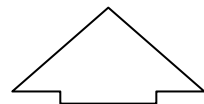
**High level outcomes**

Bradford's economy is increasingly resilient, sustainable, and fair, promoting prosperity and wellbeing across the district.

Bradford becomes an increasingly inclusive district where everyone is able to participate in the life of their communities and neighbourhoods, and understands their rights and obligations.

Bradford's people experience improving good health, wellbeing and quality of life, irrespective of their community, background or neighbourhood.

Bradford becomes a more attractive district, supported by good connectivity and infrastructure.



**Strategic aims**

to regenerate our City Centre to drive economic growth across the district

to deliver economic development, without compromising the quality of life of future generations

to raise the economic wellbeing of the people across the district

to raise our educational attainment to give our children and young people greater capacity to reach their full potential

to develop our skills-base to equip people with skills for work

to foster safe, self-reliant, and resilient communities and neighbourhoods, that people take pride in

to devolve influence and decision making, commissioning and resources to localities

to close the health inequalities gap, while raising wellbeing levels across the whole district

to improve people's capacity to make informed decisions about healthy lifestyle choices and minimise risky behaviour

to support people to sustain their own health and wellbeing during life changes or transitions in circumstances

to create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change

to enhance transport and connectivity across the district while protecting our biodiversity and natural environment

to increase the quality, quantity and affordability of sustainable housing across the district

to ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing



## **Find out more**

We gathered and analysed a lot of information and evidence for the Community Strategy 2011-14, including what 6,727 people told us as part of the Bradford Residents Perception Survey.

If you would like to find out more about this, please visit our Bradford District Partnership web pages at [www.bradford.gov.uk](http://www.bradford.gov.uk)