

Local Government Boundary Commission
for England

Office of the Chief Executive

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Date: 21 April 2023

To whom it may concern

City of Bradford MDC Council Size Submission

Please find attached a Council Size submission for Bradford Council. The submission has been developed by Bradford Council Officers and proposes a Council size of 90. It is our view that this will provide sufficient numbers of elected members to provide effective leadership at strategic and community levels while also delivering the the Council's regulatory and scrutiny responsibilities to high standards.

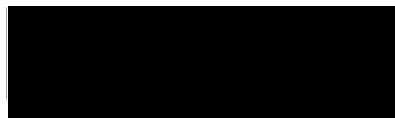
Bradford District is home to a big, young, growing and increasingly diverse population and offers significant potential for medium and long-term economic growth. Bradford is a key player on the regional and sub-regional stage and we anticipate that our project pipeline and status as UK City of Culture 2025 will attract talent and investment and help to create new businesses and jobs all of which will have implications for all aspects of our Councillors' work.

Bradford also faces some complex challenges with high numbers of people experiencing deprivation and inequalities in health and income, skills and educational outcomes, housing and employment. These issues have been amplified and exacerbated by both the Covid pandemic and the cost of living crisis both of which will have long-term consequences for council services and for councillors many of whom have told us that the impact has been to increase caseloads as the numbers of people experiencing problems and in crisis increases.

In this context we need sufficient numbers of Councillors with the experience, skills and cultural competencies to ensure that the District is able to achieve its full potential, address entrenched inequalities and secure fair and effective representation for its many and diverse communities. A reduction in Council size would jeopardise the ability to meet those objectives and, while a case can be made for an increase in size, given the constraints on resources this would not be an appropriate course of action.

It is our view then that a Council size of 90 must be retained in order to provide the leadership, regulation and representation that a District of this scale, diversity and complexity requires.

Yours sincerely,



Kersten England CBE
Chief Executive

Bradford Council

Council Size Submission: Template

[City of Bradford Metropolitan District Council

City of Bradford Metropolitan District Council

Council size submission

About You

This submission is made by Council Officers on behalf of City of Bradford Metropolitan District Council (CBMDC). The submission has been produced in response to the Local Government Boundary Commission for England (LGBCE) Electoral Review of the Council size and the number of wards and ward boundaries in Bradford District.

CBMDC is the democratically accountable body for the Bradford Metropolitan District, serving and representing 547,000 people, over 16,000 businesses and around 5,000 Voluntary and Community Sector organisations in what is the UK's youngest city and among its most diverse. The Council is one of the five local authorities that make up West Yorkshire Combined Authority (WYCA).

Reason for Review

The LGBCE has identified the review as part of its published criteria.

Local Context

Bradford Council was last reviewed in 2003, when it was concluded that there should be 90 Councillors. Ward boundaries and councillor numbers have not changed during this period. The Council has also retained its Executive decision making arrangements with some delegation of Executive powers to Area Committees. Over this same period, the Localism Act established new powers for local authorities to promote economic, social and environmental well-being within their boundaries; the Localism Act 2011 introduced a General Power of Competence empowering local authorities with the freedom to do anything that is not specifically prohibited by law such as developing new services and partnerships in order to improve public services and promote growth. These developments represented a fundamental shift in the role of Local Authorities from acting solely as providers and commissioners of services to responsibility for the overarching leadership and shaping of place.

The submission is informed in part, by an online survey of Bradford Councillors undertaken in January to February 2023. The survey asked questions about existing and anticipated workloads and interaction with constituents. It was completed by 64% of District Councillors and its findings are referenced throughout the submission.

In 2016 the Council undertook its own review of elected member numbers and workloads. This included desk research and engagement with Councillors and the electorate. An independent reviewer Sir Rodney Brooke concluded that the Council was an appropriate size given the scale and diversity of the District and public expectations of Ward Councillors. A summary of the review's findings is included in the submission.

Although Council size has not changed since the 2003 review, the District has experienced population growth of 79,000 (17%) between the 2001 and 2021 censuses and forecasts indicate that the population will continue to increase reaching 551,000 by 2029. The population has also become much more diverse and, while the economy has grown, entrenched levels of deprivation in parts of the District saw Bradford's ranking on the Index of Multiple Deprivation rise from 30th in 2004 to 13th in 2019.

Since 2003, we have seen significant levels of devolution of powers and resources from national government to WYCA, which has required the Council to collaborate extensively at a sub-regional level and has increased the overall workloads and expectations of its strategic leaders. In 2003, the Council transferred its housing stock to a social housing provider and, in

order to sustain services and outcomes, since 2010 the Council has also transferred a number of assets to local communities and worked with some communities to enable them to run services, such as branch libraries through the use of volunteers. These transfers of responsibility have not led to any detrimental impact on service delivery or a demonstrable reduction in any aspect of Councillors' workloads.

The submission proposes a Council size of 90 Elected Members.

Consideration has been given to retaining Council size at 90 and to increasing and reducing it.

90 Councillors. A Council size of 90 with three members per ward will provide the requisite numbers to ensure that governance arrangements provide capacity and support for strategic leadership to make progress against District-wide and regional priorities. It ensures clear and transparent lines of accountability with key decisions taken in the public domain and, alongside wider policy, subject to proactive and effective scrutiny.

The proposal provides sufficient capacity to perform the Council's regulatory functions at a time when the District's ambitions for growth, project pipeline and status as City of Culture 2025 are likely to see an increase in demands on those functions. It delivers the ability and flexibility to respond to local and national trends and involves the overwhelming majority of members in the running of the Council and external bodies. It supports the community leadership role through delegation to Area Committees, ward and locality planning and the shift to locality working, all of which link the work of members to the Council Plan and ensure a role for each of them in the delivery of its priority outcomes. It offers value for money representation to local tax payers, promotes democratic participation and supports the fair and effective representation of the District's wide-ranging diversity.

Increased size. A robust case can be made to support an increase in Councillor numbers, given the District's size and forecast growth, its complex challenges, incredibly wide diversity, its growth ambitions and potential and its leadership and representational roles at regional, District, ward and system wide levels, alongside the scale of Councillor workloads and public expectations. However, financial resources are under ongoing pressure and many residents, organisations and businesses are struggling with the rising costs of basic goods and services, the impact of which is likely to be felt long into the future. The Council does not therefore wish to increase the costs associated with Councillors, particularly given our view that 90 provides effective and value for money, leadership and representation.

Reduced size. A small number of respondents to our 2023 Councillor survey suggested that, given the increasingly important role of WYCA, the transfer of children's social care to a trust and the scaling back of Council services due to budget reductions, a smaller size Council could be considered as CBMDC will have fewer responsibilities and resources.

There is however, no evidence that the West Yorkshire devolution deal has reduced the activity of Bradford Councillors, in fact the converse is true – a number of Bradford Councillors, including senior leaders, play an active role in WYCA, representing District and regional interests, adding to their responsibilities and time spent on Council business. The Council will continue to be accountable for children's social care and be responsible for its scrutiny. Previous transfers of responsibilities, for example, Education Services between 2000-2011 or the transfer of housing stock in 2003 have not led to any scaling back in responsibilities or the workload of Councillors that would justify a reduction in numbers. The evidence from our Councillor surveys indicates that the impact of austerity and the cost of living has increased the need for effective community leadership and associated workloads.

Furthermore, given the District's scale and diversity, its challenges and potential, having fewer Councillors would present a significant risk to effective governance and scrutiny and the ability to deliver on priorities and represent diverse communities, potentially leading to a democratic deficit and a negative impact on services and outcomes.

National and Local Trends

In developing the submission, account has been taken of a number of factors at national, regional and local levels which will impact on the role, functions and workload of the Council over the medium and long-term future.

Demand for services. Demand is rising particularly for children's and adults' social care, driven by demographic growth and high levels of need. The post-Covid period has, for example, seen record numbers of children in care. Cases are also increasing in complexity.

Economic Growth. Bradford has big ambitions for inclusive and sustainable growth and the Council is using its influence, powers and resources to work with partners to achieve them. Bradford's potential has seen it identified as the country's number one levelling up opportunity, Barclays Best Place to Start a Business, PwC's most improved city for good growth and among the Sunday Times 20 Best Places to do Business.

A significant transformational project pipeline is underway including Bradford Live - a 4,000 capacity city centre venue - and One City Park - delivering city centre grade A office accommodation. A new market will generate economic benefit of £32m over ten years and sit at the heart of a planned "City Village", creating up to 1,000 new city centre homes, a revitalised public realm and independent shopping and business spaces.

Adjacent to the city centre, Bradford's 17ha Southern Gateway offers significant opportunities for regeneration on a site three times the size of Canary Wharf. The Council is leading work to secure a new through-rail station that would potentially deliver £30bn growth, create 27,000 new jobs and generate a 10% uplift in residential land values, and is in dialogue with the Government on the options. The site could also accommodate the re-location of Bradford Teaching Hospitals as part of a potential £1.1bn investment currently under consideration.

The University of Bradford has plans for a significant expansion of student numbers and an overhaul of its estate.

In the south of the city, Odsal offers a substantial opportunity focussed on the transformation of the existing sports stadium and surrounding area. To the east, Yorkshire Water has planning approval to develop its Esholt site, which will pioneer sustainable housing and industrial development, providing some 2,000 jobs and up to 100,000 sq.m. of workspace.

In Keighley and Shipley, plans are in progress to invest £33.6m and £25m respectively as part of the Towns Funds Deal with Government. Funding will improve connectivity, make better use of land and improve skills and enterprise infrastructure. Both Towns will benefit from Local Development Frameworks, which will promote growth and enterprise.

At a regional level the Council is working with WYCA on initiatives designed to improve skills, connectivity and productivity, including a proposed Mass Transit system that will act as a catalyst for long-term growth. Along with WYCA partners, the Council will be exploring the implications of the Government's recent commitment to a West Yorkshire investment Zone.

The realisation of these medium and long-term plans will attract and retain people, talent, businesses and jobs. It will require strong and ongoing strategic, regulatory and community leadership and representation at regional, District and local levels along with the ability and capacity to influence and advocate nationally.

City of Culture. Bradford will be UK City of Culture 2025. Previous holders have seen large scale benefits, Coventry, for example, secured £172.6m of investment as a result, directly linked to £500m of regeneration activity. Bradford's City of Culture could deliver an estimated £700m of new investment, 3,000 jobs and 1.1m additional visitors. The Council has made a significant investment in preparations for 2025 and is a key delivery partner. City of Culture has already attracted interest from investors and will secure a lasting legacy in terms of jobs, visitor numbers, quality of life and the ability to attract additional new investment, all of which will impact on the work of the Council, its role as an accountable leader of place and its regulatory functions.

Devolution and Levelling Up. Bradford is part of a £1.8bn devolution deal, England's biggest to date, and with WYCA is making the case for further devolution of resources and decision making for skills, transport and to support the drive towards net zero. There is a growing national consensus that devolution to sub-regional and local levels and the localisation of growth is the key to levelling up. The Government, official opposition and other national political parties have all made policy commitments to increasing the devolution of powers and resources to local authorities and placing more power in the hands of local communities. For example, the Chancellor recently announced plans to consult on the abolition of Local Enterprise Partnerships with their functions to be delivered by local authorities in the future.

The Levelling Up and Regeneration Bill includes measures designed to empower Councils to deliver for their communities and local economies, including stronger and more effective powers to assemble sites for regeneration and make use of brownfield land, enhanced compulsory purchase powers and powers to enable them to fill empty commercial space. The Bill also gives communities more say over what is built and where, and is designed to add more weight to local plans when making decisions on applications. These measures will enhance the Council's strategic place-making, regulatory and community leadership roles.

Net Zero. Local authorities will be key to delivering a net zero carbon economy over the next ten to twenty years. Bradford is playing a leading role in West Yorkshire's drive to achieve net zero carbon by 2038, ahead of national targets. The District is home to the north's first Clean Air Zone, the Council is looking to procure a connection to a city centre District Heat Network and is working with partners to help deliver a state of the art hydrogen centre. It is making long-term investments in its fleet and estates and investment in sustainable services and growth will be on-going.

CBMDC will play a key role in ensuring that the transition is just, does not exacerbate existing inequalities and that people have the skills required to take advantage of the opportunities. This will require local knowledge and targeted investments in training, infrastructure and adaptation. Net zero has implications for the Council at all levels – strategic, regulatory and in the District's communities. Grass roots action to date has included over £300,000 to support community projects via Area Committees and a "Tree for Every Child" which has planted 55,000 trees. Local councillors will continue to play an ongoing role in advocating for their wards, supporting community based action and promoting awareness and behaviour change.

Cost of Living. Bradford is particularly vulnerable to the cost of living crisis, as it has existing high levels of deprivation, poor housing and a relatively low wage economy. Research shows that the poorest 10% of households face much higher inflation rates – up to 1.6% higher than the most affluent households. The Centre for Cities Cost of Living Tracker calculates Bradford's inflation rate in February 2023 to be 11.7% and the District's workers to be £111 a month worse off in January 2023 than in January 2022. Our Councillors' survey tells us that the impact of high inflation and interest rates is reflected in their case work with more and more people in crisis and rising demand for support and public services. The impact on health, poverty, educational achievement, skills and demand for public services and representation will continue to be felt into the medium and long-term.

Equalities. The council agreed a refreshed Equalities Plan in November 2022 recognising the disproportionate impact of Covid and the cost of living on the District as a whole and on specific groups, such as our Black and Asian communities, young people, migrant communities, people with disabilities and people on the lowest incomes. Many people have suffered multiple impacts with overlapping factors such as disability, gender, race and low income converging to form a complex web of disadvantage and inequality. Existing inequalities have been amplified and exacerbated. The Plan seeks to ensure that equality is central to decision making and to delivering a diverse and inclusive workplace; inclusive and accessible services; an inclusive economy and communities. Elected members with detailed knowledge of local communities and equipped with the appropriate cultural understanding and competencies will be key to the successful delivery of the plan's objectives.

Finance and local taxation. The Council continues to face significant financial pressures resulting from national austerity, rising demand, increasing complexity of cases and high inflation. It has had to budget to make savings of £348m since 2011-12. The impact on services and capacity was frequently cited by Councillors completing the 2016 and 2023 surveys as resulting in greater, more complex casework and Councillors increasingly acting as the public face of the Council.

National spending plans continue to assume that Councils will increase Council tax by the maximum allowed without recourse to a referendum. An increasing proportion of CBMDC spending is funded through Council tax and reserves, 63% in the 2023-24 budget with 37% funded via Government grants. This is a direct reversal of the position in 2011-12. Councillors are therefore increasingly accountable to local electorates for decisions on local taxation and expenditure; the principle of “no taxation without representation” suggests that councillor numbers need to be sufficient to sustain current levels of accountability to local tax payers.

Transformation programme. The Council has a transformation programme that will result in changes to future service delivery. The programme will need democratic oversight and leadership and is likely to impact on the community leadership role of Councillors in communicating, engaging and consulting on change and in supporting citizens to participate in the co-production of transformed services and improved outcomes.

Children’s Trust. From April 2023, Children’s Social Care will be delivered by a Council owned Children’s Trust which will act as a vehicle to accelerate service improvements. While the Trust will have operational autonomy, it will remain owned by and accountable to the Council, including being subject to scrutiny.

Locality working. The Council is adopting a locality based approach to service delivery with an emphasis on prevention and early help. The model will enable closer collaboration between Council services and local partners with delivery tailored to local needs. This approach is strengthening locality based planning. The role of local Councillors in developing locality plans and sharing insight, intelligence and knowledge of their communities will be integral to the successful implementation and ongoing delivery of the model.

Elections Act 2022 The Elections Act 2022 sees a number of changes to the conduct of future elections, such as the requirement for voters to provide photo ID in polling stations. Councillors will play a critical role in promoting electoral registration and democratic participation. It will be all the more crucial for the level of community-based knowledge and engagement that our locally elected members have to actively attempt to ensure there is no democratic disenfranchisement arising from the new Voter ID regime.

Housing Growth. Bradford’s Draft Local Plan anticipates a minimum housing requirement of over 1,704 homes, which will meet and exceed projected household growth and provide significant additional market and affordable homes. Around 72% of that housing growth is planned for the “Regional City of Bradford”.

Housing Revenue Account (HRA). The Council transferred its social housing stock to a housing association in 2003. It has since invested in a number of new homes, outsourcing their management to the same social housing provider. The Council has opened a new HRA from April 2023, and a 30 year HRA Business Plan, setting out ambitions to grow Council stock has been approved. The Council will play an increasingly influential role in meeting housing need, especially on sites where it has been difficult to secure external investment. The Council will also participate in the Government’s Local Authority Housing Fund scheme, intended to provide settled, medium term accommodation as part of the Afghan and Ukrainian re-settlement schemes. Longer term, these homes will be added to the Council’s housing stock.

Integrated Care Systems (ICS). ICS bring together the NHS, local authorities and others to collaborate on planning services, improving health and reducing inequalities. Each council in West Yorkshire has been formally asked to collaborate with the NHS through a new Integrated

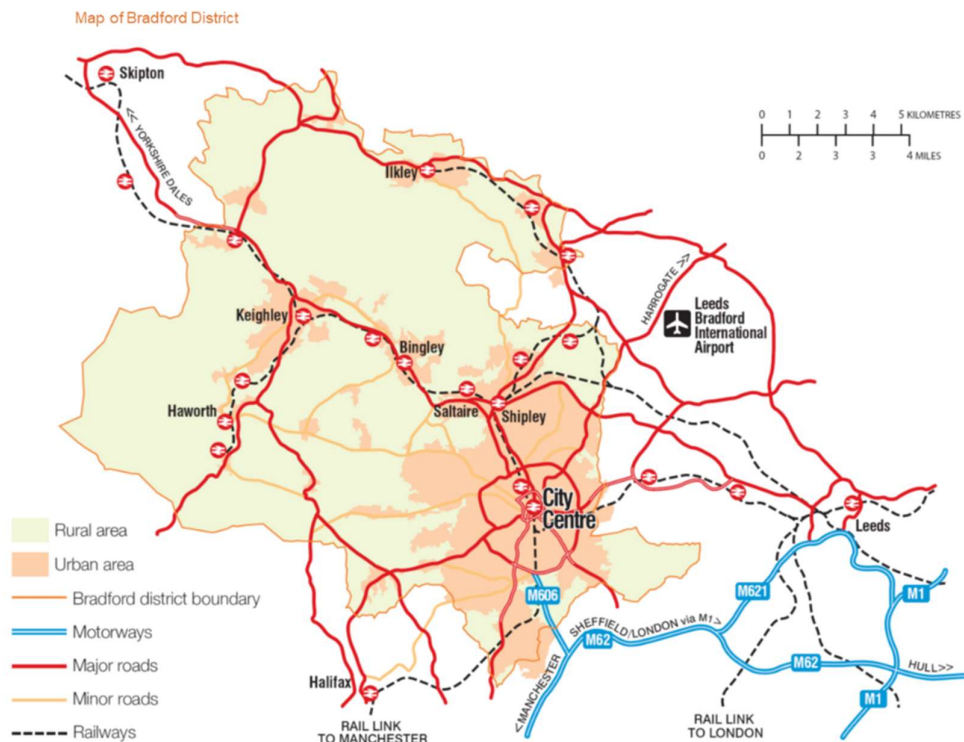
Care Partnership (ICP). CBMDC has approved the establishment of a West Yorkshire ICP and appointed a member to it. It has also agreed to enter a formal partnership agreement relating to collaborative working on health and social care. The Health and Social Care Act 2022 replaces Clinical Commissioning Groups with Integrated Care Boards that include Council representation. Local Authority Health Overview and Scrutiny Committees will continue to play a pivotal role as the body responsible for scrutinising local health services.

Local authority profile

Bradford is the country's 5th biggest Metropolitan District and among its youngest and most diverse. Home to 547,000 people, 16,000 businesses, and around 5,000 voluntary and community organisations, it continues to increase in size and diversity and offers unrivalled potential for economic growth. As part of WCYA, Bradford, together with Calderdale, Kirklees, Leeds and Wakefield, is part of a £1.8bn devolution deal.

Much of the District's physical geography is characterised by steep hills and river valleys, often forming natural boundaries between communities. The city centre lies at the bottom of a natural amphitheatre of hills, while the bulk of Rombalds' Moor constitutes a natural barrier sitting between the Aire and Wharfe valleys to the north east and north west of the District. Two thirds of the District are rural, with large expanses of moorland, woodland and agricultural land predominantly to the north.

Covering an area of 366 square kilometres, Bradford District is connected to the national motorway and rail networks and enjoys close proximity to Leeds-Bradford International Airport.



High levels of diversity

The people and places of Bradford District are incredibly diverse and the Council must serve, work, engage with, and represent a wide range of individuals, communities and businesses with multiple interests.

The District has a long history of welcoming migrants. Irish labour and German merchants helped build the city; the twentieth century saw post war migration from Eastern Europe, the Indian subcontinent and the Caribbean. The District is home to a significant Slovakian Roma community, who arrived during the last twenty years along with other migrants from EU accession states. Lately, we have seen increasing numbers of people coming from Africa. As

a City of Sanctuary, Bradford was among the first to welcome refugees from Syria and, more recently, has seen people arriving from Afghanistan and Ukraine.

Over 150 languages are now spoken in Bradford District schools and the diversity of the population continues to increase. The “non-White British” population increased from 36.1% to 43.3% between 2011 and 2021 and is more than one and a half times bigger than the figure for England, which stands at 26.5%. The highest proportions of these groups live in urban parts of Bradford and Keighley. The “White British” group now accounts for 56.7% of people, while the proportion of all “White” groups has fallen from 67% in 2011 to 61.1%.

The District is not a single urban area and its mix of urban, rural, city, town and village adds a further dimension to its diversity with many of its settlements and neighbourhoods displaying a strong and distinctive sense of their own identity.

The main urban area of the **City of Bradford** itself includes the City Centre, surrounding inner city areas, residential suburbs and large outer estates. Bradford grew from a conglomeration of villages and many areas, such as **Great Horton, Idle, Queensbury, Wibsey, Wyke**, continue to have their own centres and high streets, while other concentrations of retail and hospitality, such as **Leeds Road**, a principal corridor into the city centre, have developed more recently. **Shipley** lies to the north of the city and has a distinct town centre, serving local needs and acting as the focal point for shopping, leisure and public services.

Keighley is the largest settlement outside Bradford itself and acts as a retail and service centre for the town and surrounding villages. It has a distinctive character and self-contained centre, a strong industrial and manufacturing base and a diverse population. As one of the District’s principal towns it will be a main local focus of growth for housing, employment, shopping, leisure, education, health and cultural activities and facilities.

Bingley and **Ilkley** are also principal towns, the former a market town and service centre for nearby villages and the latter an affluent former spa town recently designated by the Sunday Times as the UK’s best place to live.

Large villages include the tourist destination of **Haworth**; **Silsden** a growing community 13 miles north of Bradford City Centre; **Addingham** on the fringe of the Yorkshire Dales; and the predominantly residential commuter villages of **Baildon, Burley in Wharfedale, Cullingworth, East Morton, Harden and Wilsden**.

Asset base. The District’s asset base includes a dynamic cultural sector; a £12bn economy – the country’s 10th biggest, with strengths including advanced manufacturing, chemicals, finance and automotive components; a large and active voluntary and community sector; a unique data analytics offer founded on the pioneering work of Born in Bradford; a University at the forefront of global thinking on the circular economy; extensive international connections, including a place among the world’s leading intercultural cities and outstanding landscapes and architectural heritage. It is also home to the world’s first UNESCO City of Film and enjoys a growing reputation among the screen industries as a high quality location for filming.

Key challenges. The District’s challenges include high levels of entrenched deprivation and inequality that have been amplified and exacerbated by both the Covid pandemic and the increases in the cost of living. There are significant health inequalities between Bradford and the rest of the country and between different parts of the District. The economy is not operating at its full potential; challenges around transport connectivity act as a barrier to growth and there are issues with the quality of housing, particularly within the private rented sector. There is a need to go further and faster to raise educational attainment and skills and to secure improvement in children’s social care.

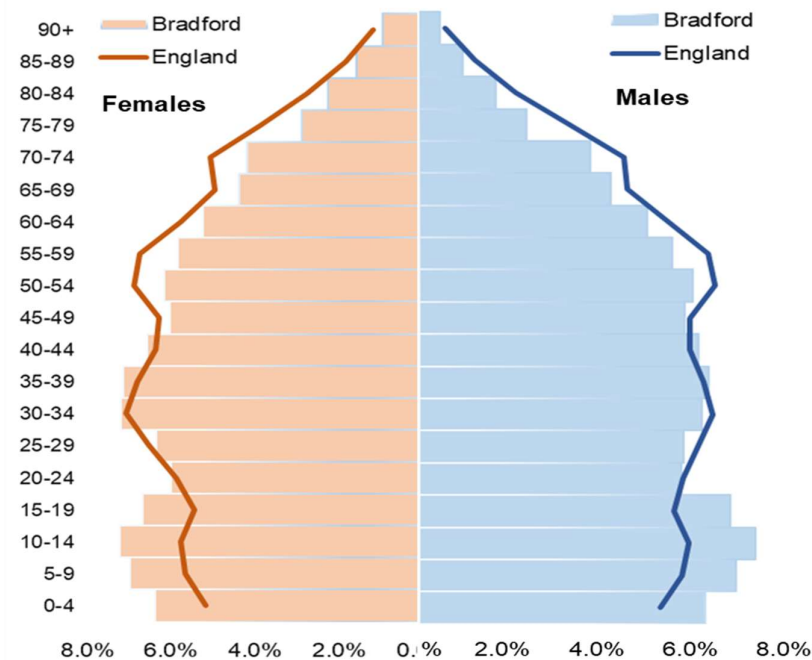
Population profile

The latest population estimates¹ from the Office for National Statistics (ONS) show that 547,000 people live in Bradford District. Bradford is the fifth largest Metropolitan local authority and its population is growing having increased by 23,900 (4.6%) since 2011 and by 76,200 (16.2%) since 2001. These growth rates are slightly higher than regional and national averages. Bradford has a youthful population – 22.8% of the population is aged 15 or younger – making it the youngest city in the UK.

The population is 51.5% female and 48.5% male. There are generally similar numbers of males and females in each five-year age group, apart from the 30-34, 35-39 groups and 70+ groups where there are more females than males. In 2021, the biggest population group was young people aged 10-14; the numbers aged 20-24 and 25-29 were markedly fewer which has been a traditional pattern explained by young people leaving to study or work elsewhere.

The population over the age of 20 tends to follow the national pattern for both males and females. However, the proportion of young people (under the age of 20) is higher for both males and females.

The biggest increases since 2001 were among age groups from 50 onwards, including a very high increase of 36% among people aged 90 and over and 27% for 80-89 year olds.



Population projections

The most recent population projections published in March 2020² forecast the District's population to continue to grow reaching 551,000 by 2029, up 2.6% from the base year of 2018. Children and people aged 25-39 are the main groups to decrease in number while older people aged 75+ will see the largest increases.

Median age

Bradford's median age - the mid-point where half the population is older and half is younger - is 36.7, the lowest in West Yorkshire, due to the District's high numbers of young people.

¹ Office for National Statistics (ONS), Mid-2021 population estimates, 21 December 2022

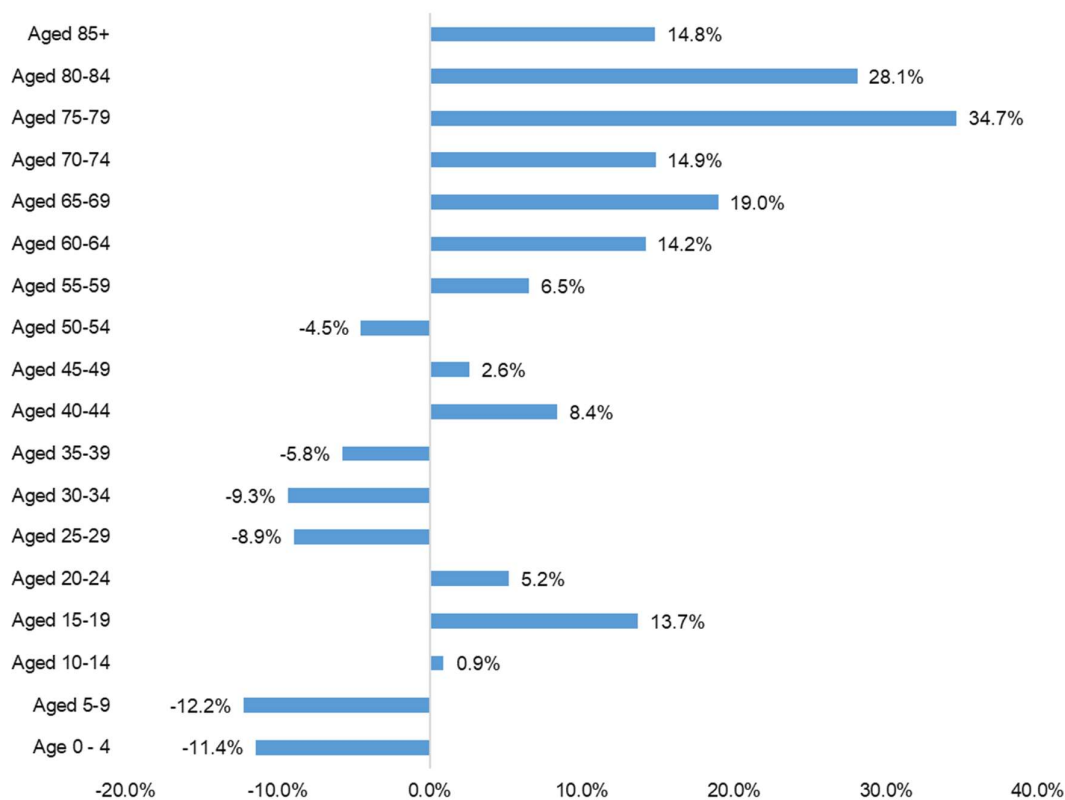
² ONS, 2018-based subnational population projections, 24 March 2020

Population density

As the population increases, its density increases. Bradford's population density measured by people per sq. km has been West Yorkshire's highest since 2004, closely followed by Leeds.

Number of people per square kilometre						
	2004	2007	2011	2013	2016	2021
Bradford	1,324	1,370	1,428	1,435	1,453	1,493
Calderdale	536	547	561	566	574	568
Kirklees	972	997	1,035	1,047	1,065	1,061
Leeds	1,310	1,338	1,361	1,379	1,416	1,466
Wakefield	938	949	964	974	995	1,045
Yorkshire & Humber	329	335	343	346	352	356
England	385	394	408	413	424	434

Projected percentage population change between 2018 and 2029 by five year age group



Ward population

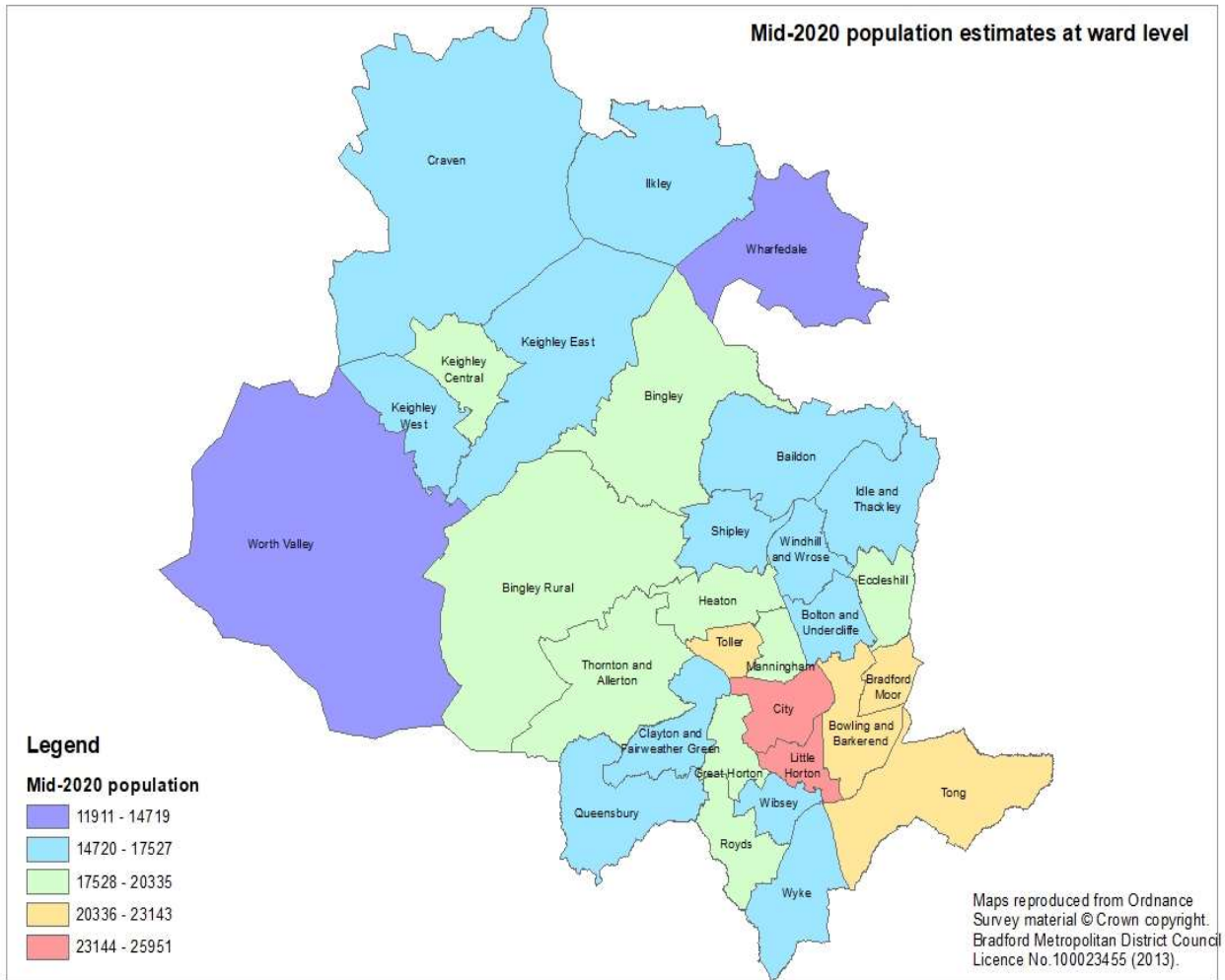
Bradford District comprises 30 electoral wards. There is a variation in the geographic and population size, most notably between the inner-city urban wards of Bradford itself and the outer wards to the north and west of the District. Population estimates at ward level produced as experimental statistics by the ONS have been used in this section.

City ward in Bradford itself, has the largest population. This ward contains accommodation for students at the University of Bradford and Bradford College, as well as being an area with a high number of terraced houses which have traditionally provided accommodation for a core population and migrants to the area.

Wharfedale ward is situated in the north-east of the District, adjacent to the boundary with Leeds City Council and has the smallest population. This ward is characterised by the commuter villages of Burley-in-Wharfedale and Menston which are surrounded by farmland and part of Ilkley Moor.

Trends in ward population since 2011 show unequal rates of growth. Comparing the results from the mid-2011 and mid-2020 population estimates shows an overall increase of 3.5% for Bradford District. Worth Valley saw a decrease of 1.5% in population (from 14,368 in 2011 to 14,153 in 2020), while Tong saw an increase of 10% (from 20,645 in 2011 to 22,712 in 2021).

There was a variation in age group trends by ward with outer rural wards seeing larger numbers of young people aged 19-24 leaving the district for university or employment opportunities than the inner city urban wards, where young people often prefer to remain at home whilst undertaking higher education, or look for employment. City ward sees a noticeable increase in this age group as young people arrive at the University of Bradford and Bradford College.



Outer wards, such as Wharfedale, Queensbury, Ilkley and Worth Valley also saw an increase in the number of older people (65+), whereas inner-city wards like City, Manningham, Little Horton, Heaton, Toller, Bowling and Barkerend and Bradford Moor wards saw the largest increases in the 46-64 age groups.

Population Growth 2011-2020

Ward name	Mid- 2011 population	Mid-2020 population	% change
Baildon ward	15,353	15,263	-0.6%
Bingley ward	18,255	18,275	0.1%
Bingley Rural ward	17,904	18,716	4.5%
Bolton and Undercliffe ward	16,380	17,122	4.5%
Bowling and Barkerend ward	20,702	22,379	8.1%
Bradford Moor ward	21,280	21,358	0.4%
City ward	23,608	25,951	9.9%
Clayton and Fairweather Green ward	17,006	17,412	2.4%
Craven ward	16,351	17,014	4.1%
Eccleshill ward	17,992	19,602	8.9%
Great Horton ward	17,714	19,202	8.4%
Heaton ward	17,139	18,544	8.2%
Idle and Thackley ward	16,144	16,846	4.3%
Ilkley ward	14,752	14,757	0.0%
Keighley Central ward	18,302	18,448	0.8%
Keighley East ward	16,782	16,604	-1.1%
Keighley West ward	16,582	16,813	1.4%
Little Horton ward	21,602	23,338	8.0%
Manningham ward	20,057	20,314	1.3%
Queensbury ward	16,266	16,943	4.2%
Royds ward	17,363	17,706	2.0%
Shipley ward	15,472	15,644	1.1%
Thornton and Allerton ward	17,299	18,277	5.7%
Toller ward	19,978	20,343	1.8%
Tong ward	20,645	22,712	10.0%
Wharfedale ward	11,817	11,911	0.8%
Wibsey ward	14,698	15,007	2.1%
Windhill and Wrose ward	16,326	16,294	-0.2%
Worth Valley ward	14,368	14,153	-1.5%
Wyke ward	14,978	15,180	1.3%
Bradford District	523,115	542,128	1.3%

Population projections 2023 – 2029

Using the data from 2011 to 2020 to produce population trends for 2023 and 2029 shows that the projected total for Bradford District of 562,675 is broadly in line with 2018-based population projection of 551,009.

Variations in projections at ward level reflect the trends from 2011 to 2020 and do not take account of any projected economic or house-building estimates. They also do not reflect any projected increases or decreases in the electorate.

This data shows the population growing by a projected 1.2% by 2023 and 3.79% by 2029. Heaton would see the largest increases for 2023 (5.7%) and 2029 (14.4%), followed by Eccleshill and Queensbury. Tong ward is projected to see the largest decrease (-1.2%) by 2023 followed by City and Worth Valley wards. Worth Valley ward is projected to see the largest decrease (-1.79%) by 2029, followed by Bingley and Shipley wards.

Population Projections

Ward	Mid-2011 population	Mid-2020 population	2023 projection	2029 projection	% change 2020-2023	% change 2020-2029
Baildon	15,353	15,263	15,493	15670	1.5%	2.67%
Bingley	18,255	18,275	18,312	18241	0.2%	-0.18%
Bingley Rural	17,904	18,716	19,063	19771	1.9%	5.63%
Bolton and Undercliffe	16,380	17,122	17,682	18530	3.3%	8.22%
Bowling and Barkerend	20,702	22,379	22,973	23946	2.7%	7.00%
Bradford Moor	21,280	21,358	21,572	21883	1.0%	2.46%
City	23,608	25,951	25,665	26690	-1.1%	2.85%
Clayton and Fairweather Green	17,006	17,412	17,813	18282	2.3%	5.00%
Craven	16,351	17,014	17,606	18383	3.5%	8.04%
Eccleshill	17,992	19,602	20,541	21812	4.8%	11.27%
Great Horton	17,714	19,202	19,544	20476	1.8%	6.63%
Heaton	17,139	18,544	19,603	21212	5.7%	14.39%
Idle and Thackley	16,144	16,846	17,197	17937	2.1%	6.48%
Ilkley	14,752	14,757	14,900	14880	1.0%	0.83%
Keighley Central	18,302	18,448	18,474	18570	0.1%	0.66%
Keighley East	16,782	16,604	16,812	16970	1.3%	2.21%
Keighley West	16,582	16,813	16,916	17148	0.6%	1.99%
Little Horton	21,602	23,338	23,220	23937	-0.5%	2.57%
Manningham	20,057	20,314	20,470	20879	0.8%	2.78%
Queensbury	16,266	16,943	17,606	18479	3.9%	9.06%
Royds	17,363	17,706	17,978	18427	1.5%	4.07%
Shipley	15,472	15,644	15,666	15632	0.1%	-0.08%
Thornton and Allerton	17,299	18,277	18,572	19265	1.6%	5.41%
Toller	19,978	20,343	20,660	21032	1.6%	3.39%
Tong	20,645	22,712	22,449	22746	-1.2%	0.15%
Wharfedale	11,817	11,911	11,994	12082	0.7%	1.43%
Wibsey	14,698	15,007	15,494	16040	3.2%	6.88%
Windhill and Wrose	16,326	16,294	16,550	16826	1.6%	3.26%
Worth Valley	14,368	14,153	14,061	13899	-0.6%	-1.79%
Wyke	14,978	15,180	15,280	15561	0.7%	2.51%
District	523,115	542,128	548,755	562675	1.2%	3.79%

Ethnic group

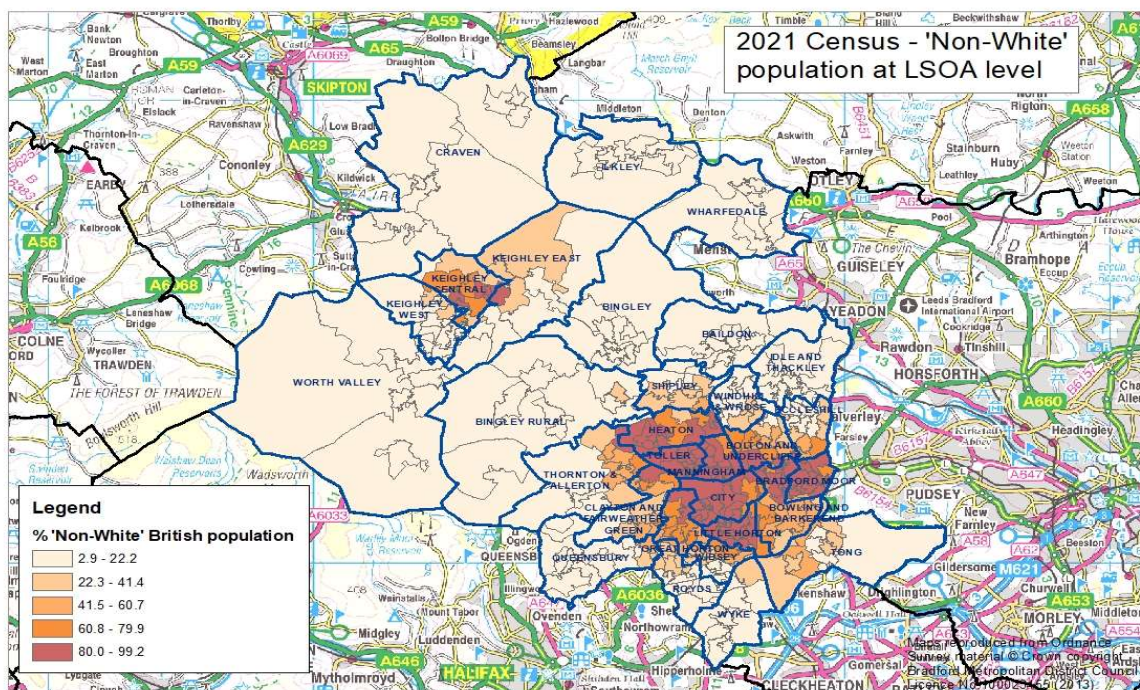
The District is becoming more ethnically diverse. The results of the 2021 census³ found that the Asian or British Asian population had increased from 19% in 2001 and 26.8% in 2011 to 32.1% in 2021. The White British population decreased from 63.9% in 2011 to 56.7% in 2021. Taken together, white groups now form 61% of the population compared to 78% at the time of the last boundary review.

Bradford has the second highest percentage of people nationally who identify as Pakistani (25.5%). 2.6% identify as Indian, 2.3% as Bangladeshi, 2.7% as Mixed or Multiple ethnic groups, 2% as Black. The census included a new category, Roma and 1,583 (0.3%) of the District's population identify as Roma.

³ ONS, 2021 Census, Table TS021 Ethnic group, 29 November 2022

The largest percentages of the 'Non-White' British population live in urban areas of Keighley and Bradford City itself.

Main ethnic groups in Bradford District and England				
		Bradford District - total	Bradford District %	England %
Total population		546,412	100%	100%
White	White	334,004	61.1%	81.0%
	British	309,912	56.7%	73.5%
	Irish	2,139	0.4%	0.9%
	Gypsy or Irish Traveller	849	0.2%	0.1%
	Roma	1,583	0.3%	0.2%
	Any other White background	19,521	3.6%	6.3%
Mixed or Multiple ethnic groups	Mixed or Multiple ethnic groups	15,006	2.7%	3.0%
	White and Asian	6,458	1.2%	0.8%
	White and Black African	1,196	0.2%	0.4%
	White and Black Caribbean	4,426	0.8%	0.9%
	Any other Mixed or Multiple ethnic groups	2,926	0.5%	0.8%
Asian or Asian British	Asian or Asian British	175,664	32.1%	9.6%
	Bangladeshi	12,403	2.3%	1.1%
	Chinese	1,345	0.2%	0.8%
	Indian	14,429	2.6%	3.3%
	Pakistani	139,553	25.5%	2.8%
	Any other Asian background	7,934	1.5%	1.7%
Black, Black British, Caribbean or African	Black, Black British, Caribbean or African	10,978	2.0%	4.2%
	African	7,061	1.3%	2.6%
	Caribbean	2,614	0.5%	1.1%
	Any other Black, Black British or Caribbean background	1,303	0.2%	0.5%
Other ethnic group	Other ethnic group	10,760	2.0%	2.2%
	Arab	2,734	0.5%	0.6%
	Any other ethnic group	8,026	1.5%	1.6%



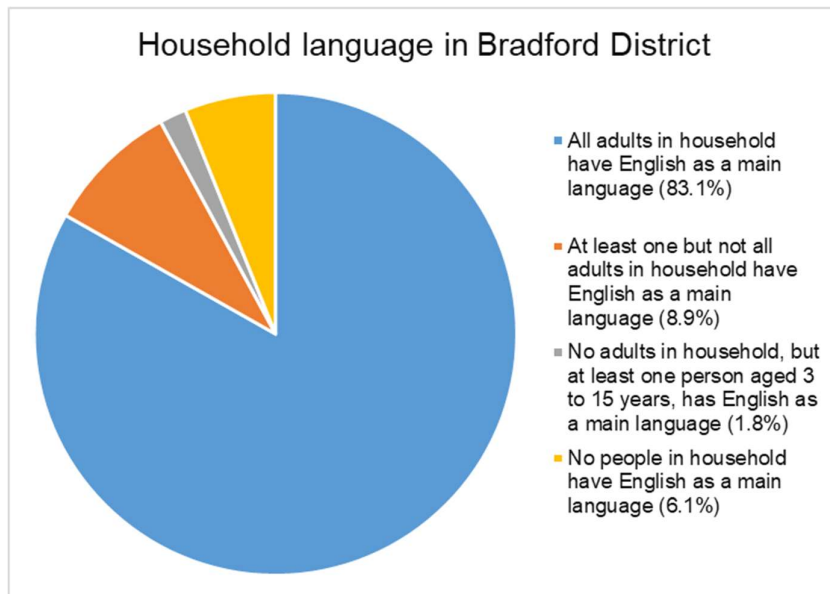
Main language spoken

The census asked all residents aged 3 and over about their main language⁴ and how well they could speak English. The main results show that 87.6% had English as their main language, 7.2% speak a South Asian language as their main language (2.6% speak Panjabi, 2.9% speak Urdu, 0.7% speak Bengali) 1.1% speak Polish as their main language, 0.1% use Sign Language and 4% speak other languages.

Looking at the data for households shows that in 83.1% of Bradford households all the adults have English as a main language. This is the lowest rate in West Yorkshire and lower than the national average of 89.3%.

Bradford also has the highest rate (1.8%) for households where no adults, but a child aged between 3 and 15 has English as a main language.

6.1% of Bradford households have no one with English as a main language, the national rate is 5%.



Economy, Employment and skills

The District is home to 16,600 businesses and 206,000 jobs with high proportions of people (12.6%) employed in manufacturing (ONS Business Register and Employment Survey). The most recent Experian Regional Econometric Model forecasts shows that Bradford District Gross Value Added is set to grow by 32% over the next 19 years to 2042. The number of workforce jobs is forecast to increase by 9% over the same period.

The proportions of people working as managers or directors is lower than the national average, while those in professional and associate professional occupations is around the average. Some 20% of those in employment – almost 50,000 people - work in relatively low paid elementary or machine operative occupations (ONS Annual Population Survey), rising to 30.8% in Bradford East Parliamentary constituency. In the 2022 Annual Population Survey, 70.5% of people aged 16 and over in Bradford District were in employment⁵ and 4.9% were unemployed. 25.2% of the total work age population aged 16 and over were economically inactive – this is higher than the national average (21.6%) and the fourth highest rate in the region. Bradford District has the highest percentage of work age people looking after their home or family (25.3%) in the region. This is higher than the national average of 19.6%. According to the Census 2021, 18.9% of Bradford residents stated that they are retired – this is lower than the national average of 21.5% and the second lowest rate in the region after the city of Hull.

Among 16-64 year olds, the most recent data (ONS Annual Population survey) shows 25% of people to be economically inactive, compared to 21.6% nationally with high rates in Bradford West (28%) and Bradford South (29.7%) Parliamentary constituencies.

Bradford's February 2022 JSA claimant rate was 6.7% compared to a GB average of 3.7% and reaching 9.1% in Bradford West Parliamentary constituency. Youth claimant rates (18-24 years) were at 9.7%, more than double the national average and exceeded 10% in Bradford

⁴ ONS, 2021 Census, Table TS024, Main language spoken (detailed), 29 November 2022

⁵ ONS, 2021 Census, Table TS066 Economic activity status, 8 December 2022

East (12.2%), South (11.25) and West (10.3%) parliamentary constituencies. While the proportion of 16-64 year olds with no qualifications has been falling, in December 2021 over 40,000 people were still in this position which at 12.3% is almost double the level for Great Britain (6.6%) and in Bradford East Constituency it reached 26.3%.

Gross weekly pay for employees living in the District at £569.6 (ONS Annual Survey of Hours and Earnings) is below regional (£594.1) and GB averages (£642.2).

Housing

At 62.3% owner occupancy either outright or with a mortgage is Bradford's predominant tenure type and is the same as the English average; social renting at 14.6% is lower than the national average of 17.1%, however private renting at 23.1% is higher than for England (20.6%). Semi-detached forms the largest share of housing type at 36.7%, but terraced housing at 33% is 10% higher than the average for England.

According to the District Housing Strategy almost 31% of stock was built pre 1919. These properties are typically located in inner urban areas and are more difficult to heat efficiently, making many people particularly susceptible to rising energy costs. The 2021 census shows that higher than average proportions of households have no central heating – 2.2% compared to 1.5% across England. Before the onset of the current cost of living challenges, fuel poverty already affected 15% of households in the owner occupancy, 18% in social rentals, and 28% in private rented stock. In the private rented sector over 11% of dwellings were rated with an Energy Performance Certificate (EPC) at below Band E.

Private rented stock also contains greater levels of properties in poor states of repair than other tenures and the Housing Strategy cites research that found that 26% of homes in the private rented sector had Category 1 Hazards, with the highest concentrations of hazards in some of the poorest wards such as City, Manningham, Bowling & Barkerend.

Overcrowding affects around 10% of households, again predominantly in the poorest areas. The District has also seen a 2% rise between 2011 and 2021 in lone parent households to 13.2% of all households.

Deprivation

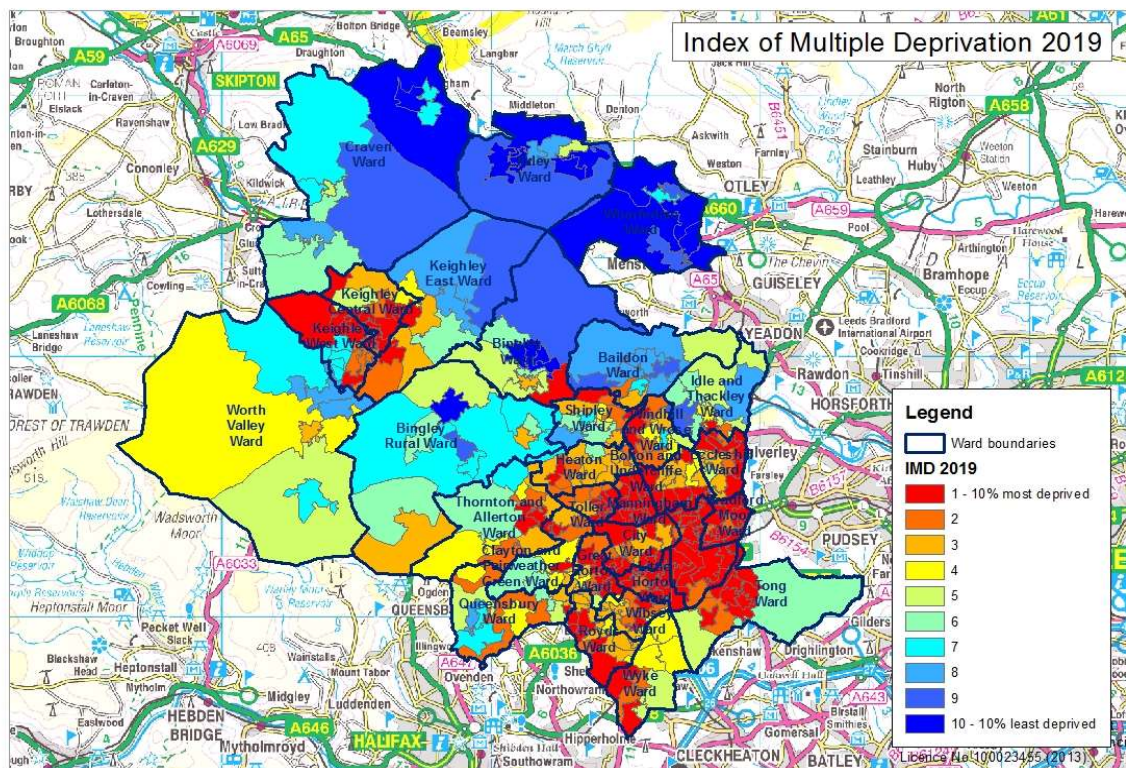
The Index of Multiple Deprivation 2019⁶ ranked Bradford District as the 13th most deprived local authority in England. When the previous indices were published in 2015, Bradford was ranked 19th most deprived and in 2004, shortly after the last boundary review, ranked 30th.

In 2019, Bradford was ranked the 5th most income deprived and 6th most employment deprived local authority in England – this has been the consistent position for the last twenty years.

34% of the District's Lower Super Output Areas (LSOAs) fall within the 10% most deprived neighbourhoods and these are concentrated in and around central Bradford, in outlying Bradford housing estates – particularly Holme Wood and Ravenscliffe, Buttershaw and Allerton - and in Keighley.

5% of the District's LSOAs fall within the 10% least deprived neighbourhoods. These are found mostly to the north of the District in Ilkley, Burley in Wharfedale and Menston, but also Bingley in rural villages to the north of the District.

⁶ ONS, Index of Multiple Deprivation 2019, 26 September 2019



Household deprivation

The 2021 census measured deprivation at household level. The measure classifies households by four dimensions of deprivation⁷

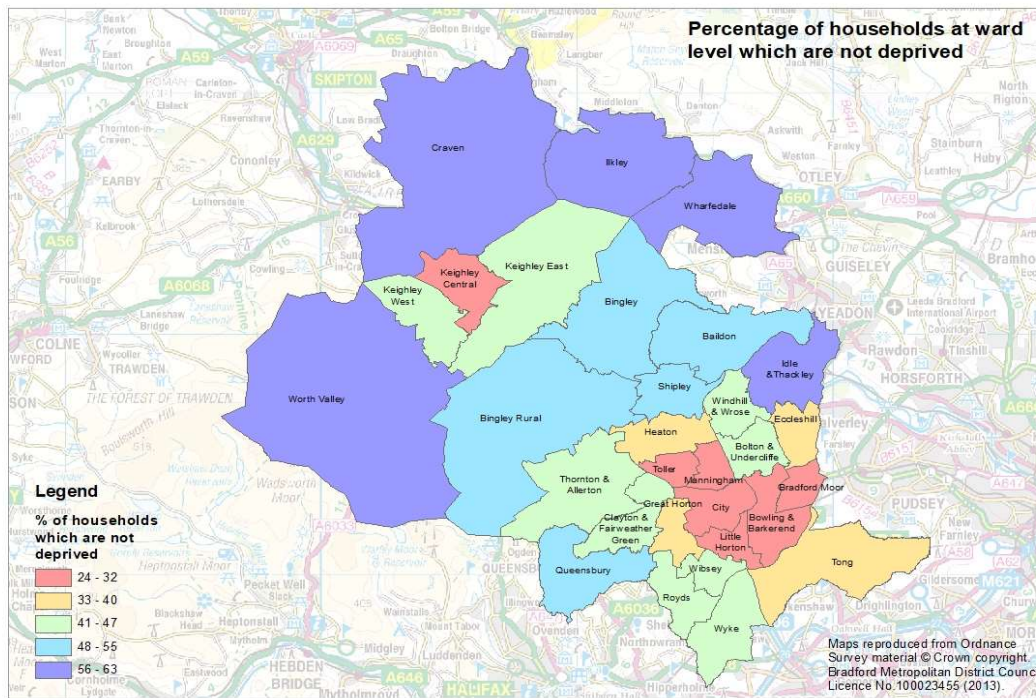
43% of households in Bradford District have been identified as not being deprived in any dimension. This is the lowest rate in West Yorkshire and is lower than the regional (46.8%) and national (48.4%) averages. Bradford has the highest rates in West Yorkshire for households deprived in all four dimensions and the District's rates are also higher than the regional and national averages.

Area	% not deprived	% deprived in one dimension	% deprived in two dimensions	% deprived in three dimensions	% deprived in four dimensions
Bradford	43.0	34.4	16.8	5.4	0.4
Calderdale	47.8	33.1	14.8	4.1	0.2
Kirklees	46.6	33.5	15.2	4.4	0.3
Leeds	48.3	32.9	14.4	4.1	0.3
Wakefield	44.7	33.8	16.5	4.7	0.2
Yorkshire & Humber	46.8	33.7	15.1	4.1	0.2
England	48.4	33.5	14.2	3.7	0.2

Source: 2021 census table TS011

Ward level data shows that the inner urban wards of Bradford and Keighley Central ward have the lowest percentages of households which are not deprived and the highest percentages deprived in any of the four dimensions. In contrast, the outer wards in the north and west have the highest percentages of households which are not deprived and the lowest percentages deprived in any of the four dimensions.

Child poverty. Two in five of our children aged under 15 live in families in relative poverty and one in three are in absolute poverty. Half of children in poverty are in families with someone in work. Bradford has the 3rd highest percentage of children living in relative poverty and 2nd highest in absolute poverty in England, when judged before housing costs are taken into account and 20% of families are in food and fuel poverty.



Ward	% not deprived	% deprived in 1 dimension	% deprived in 2 dimensions	% deprived in 3 dimensions	% deprived in 4 dimensions
Baildon	54.3	32.3	11.1	2.2	0.2
Bingley	54.1	32.3	10.9	2.5	0.2
Bingley Rural	53.3	32.3	11.8	2.4	0.2
Bolton and Undercliffe	40.0	36.2	17.9	5.5	0.4
Bowling and Barkerend	30.9	35.8	23.5	9.2	0.5
Bradford Moor	28.1	36.7	25.3	9.2	0.7
City	29.5	39.1	22.4	8.2	0.8
Clayton and Fairweather Green	39.6	35.8	18.7	5.8	0.2
Craven	57.5	31.4	9.2	1.8	0.1
Eccleshill	39.5	35.8	18.5	5.9	0.3
Great Horton	33.9	36.9	21.7	7.1	0.4
Heaton	39.1	35.4	18.4	6.4	0.6
Idle and Thackley	55.2	29.7	12.3	2.7	0.1
Ilkley	59.8	30.4	8.2	1.5	0.1
Keighley Central	31.8	36.8	22.6	8.1	0.7
Keighley East	47.2	34.9	14.0	3.7	0.2
Keighley West	41.7	34.9	17.2	6.1	0.2
Little Horton	26.1	38.1	24.8	10.3	0.7
Manningham	24.1	35.8	27.3	11.5	1.2
Queensbury	50.5	33.3	12.7	3.4	0.1
Royds	40.6	34.1	18.0	7.0	0.3
Shipley	50.0	32.7	13.4	3.6	0.3
Thornton and Allerton	43.0	34.9	16.2	5.7	0.3
Toller	30.5	36.6	23.7	8.5	0.7
Tong	35.9	34.5	20.4	8.8	0.4
Wharfedale	62.8	28.5	7.5	1.3	0.0
Wibsey	40.5	36.3	17.8	5.1	0.3
Windhill and Wrose	42.3	34.6	17.3	5.4	0.4
Worth Valley	55.8	31.7	10.4	2.0	0.2
Wyke	42.7	36.0	16.6	4.4	0.3

Source: 2021 census table TS011

Health Inequality

Life expectancy. Life expectancy figures have been improving but are below national averages. In 2002-2004 life expectancy for males at birth was 76.6 for England and 74.9 for Bradford. By 2018-2020, the England figure was 79.4 and the Bradford figure was 77.3. Although the life expectancy figures for females are higher than those for males, the rate of improvement has been slower. In 2002-2004 life expectancy for females at birth was 80.9 for England and 79.5 for Bradford. By 2018-2020 England was 83.1 and the Bradford was 81.5.

Life expectancy varies across the District and is closely linked to deprivation. Females born in the most deprived areas can expect to live an average 9 fewer years and for males it is 11 fewer years than in the most affluent areas. The inner city wards of Manningham, Bradford Moor, City, Keighley Central, Tong and Bowling & Barkerend have the lowest life expectancies, the outer wards of Bingley Rural, Worth Valley, Ilkley and Wharfedale have the highest. Our poorest citizens are likely to spend 21 years of their life in ill health.

Infant mortality. An independent Infant Mortality Commission, set up in 2004 to investigate Bradford's infant mortality rate identified two populations at higher risk of poor infant health in the District and the diverse risk factors associated with these populations: pre-term birth, younger teenage parents, smoking, alcohol and non-prescription drugs are higher risk factors for the White population and the risk of dying from congenital abnormalities was significantly higher in Pakistani babies. Although the District's infant mortality rate has fallen at 6.4 deaths per 1,000 births in 2019-2021, it is higher than the regional (4.4) and national (3.9) averages.

Coronary Heart Disease epitomises inequalities in health – the premature death rate for both males and females in manual occupations is significantly higher than those in management or professional occupations. In 2021, Bradford had the second highest mortality rate in the region for all cardiovascular diseases for people under 75 with 113.1 deaths per 100,000 people. The regional average is 86.8 per 100,000 people and the national average is 76 per 100,000.

Overall Health. The 2021 census asked people to rate how good their health was and whether they had a disability which affected their day to day activities. 80.6% of the Bradford District population rate their health as 'very good' or 'good'. This is the second highest percentage, after Leeds, in West Yorkshire and also higher than the regional average of 80.5%, but lower than the national average of 82.2%.

The inner urban wards of Bradford and Keighley Central have the lowest percentages of people who rate their health as 'very good' or 'good'. Tong ward and Royds ward have the lowest percentages with 78.1% each. The outer more rural wards in the north and west of the District have the highest percentages of people rate their health as 'very good' or 'good'. Wharfedale ward has the highest percentage with 86.8%.

The census also asked people whether they had a disability which limited their day to day activities. Bradford District has the second lowest percentage (17.1%) in West Yorkshire of people whose day to day activities are limited by a disability. This is lower than both the regional (18.6%) and national (17.3%) averages.

The data at ward level does not follow the same pattern as the health data. Wharfedale ward has the lowest percentage (13.5%) of people with limited day to day activities, followed by Toller ward (14.5%) and City ward (14.6%). At the other end of the scale, Tong ward and Keighley West ward have the highest percentage (20.2%), followed by Wyke (20.1%).

Ward	% very good or good health	% fair health	% bad or very bad health	% disabled under the Equality Act	% not disabled under the Equality Act
Baildon	83.3	12.1	4.5	17.3	82.7
Bingley	82.2	12.7	5.1	17.5	82.5
Bingley Rural	82.7	12.6	4.7	16.9	83.1
Bolton and Undercliffe	80.2	14.0	5.8	17.4	82.6
Bowling and Barkerend	78.6	14.0	7.3	16.9	83.1
Bradford Moor	79.9	13.1	7.0	14.9	85.1
City	81.8	11.6	6.7	14.6	85.4
Clayton and Fairweather Green	79.5	14.2	6.3	17.8	82.2
Craven	82.5	13.1	4.4	17.3	82.7
Eccleshill	80.0	13.8	6.2	18.8	81.2
Great Horton	79.4	13.9	6.7	16.3	83.7
Heaton	81.8	12.9	5.3	15.6	84.4
Idle and Thackley	82.9	12.2	4.8	16.4	83.6
Ilkley	83.9	11.9	4.2	16.6	83.4
Keighley Central	78.3	15.1	6.6	17.6	82.4
Keighley East	81.9	13.2	4.9	16.9	83.1
Keighley West	78.7	15.2	6.2	20.2	79.8
Little Horton	80.6	12.7	6.8	14.6	85.4
Manningham	78.3	14.2	7.6	16.1	83.9
Queensbury	82.8	12.3	5.0	16.5	83.5
Royds	78.1	15.1	6.8	19.8	80.2
Shipley	81.1	13.3	5.6	19.6	80.4
Thornton and Allerton	79.6	14.1	6.4	19.0	81.0
Toller	80.5	12.7	6.8	14.5	85.5
Tong	78.1	14.3	7.6	20.2	79.8
Wharfedale	86.8	10.2	3.1	13.5	86.5
Wibsey	79.0	14.7	6.3	17.8	82.2
Windhill and Wrose	79.6	14.3	6.0	18.8	81.2
Worth Valley	83.6	12.1	4.2	16.4	83.6
Wyke	79.0	15.2	5.9	20.1	79.9

Source: 2021 census table TS037 & TS038

Council Size

CBMDC has 30 electoral wards and 90 Councillors with three Councillors representing each ward with one-third elected annually three years in four. The current political composition at April 2023 is:

Labour – 52

Conservative – 21

Liberal Democrats – 6

Green Party – 6

Bradford South Independents – 2

Independent – 2

Ilkley Independent – 1

The Council has had a majority Labour administration since 2014. However, since its inception in 1974, political control has changed hands a number of times with periods of both Conservative and Labour Party control. The Council has also experienced periods of No Overall Control, most recently between 2000 and 2014, during which time both the Conservative and Labour Parties had spells as minority administrations.

The District comprises five parliamentary constituencies: Bradford East, Bradford South, Bradford West, Keighley and Shipley.

The Council employs a workforce of 8,400, has a net budget for 2023-24 of £453m, an annual gross budget including resources for schools and housing benefit of around £1.2bn, and a

capital investment programme of £885m, although these resources must be viewed in the context of significant cost and demand pressures. The Council delivers and commissions multiple services and makes investments that impact on the health and quality of life of residents and support the creation of the conditions for growth.

The Council also acts as a democratically accountable leader of place, working across whole systems and multiple communities, as a partner, convenor, facilitator and collaborator. It helps to harness the full power of the District's collective resources and focus them on securing inclusive growth, tackling inequality, supporting the most vulnerable and delivering good quality frontline services.

The Council Plan 2022-25 sets out the Council's approach to achieving its overarching ambition of an inclusive and sustainable District that works for everyone. The priority outcomes identified as being key to the realisation of this ambition are:

- **Better Skills, more good jobs and a growing economy.**
- **A Great Start and a Good School.**
- **Better Health, Better Lives.**
- **Safe strong and active communities.**
- **Decent Homes that people can afford to live in.**
- **A Sustainable District.**
- **An enabling council.**

The Council Plan priorities are underpinned by a set of **cross-cutting principles** that inform the way the Council works:

- **Equalities** - Ensuring everyone can access services, regardless of their background; that we embrace all our different communities and we build an inclusive organisation.
- **Early help and prevention** - Supporting people early to prevent their needs from escalating and to improve their outcomes.
- **Living Well** - Embedding a whole systems approach to improving health and wellbeing.
- **Safeguarding** - Working with partners and communities to do everything we can to ensure that children and adults at risk in the District are kept safe.
- **Every pound counts** – Efficient, value for money services delivering social value.
- **Working together** - Collaborating with public, private and VCS sector partners and communities to ensure residents and businesses can achieve their potential.

All Bradford's District councillors play an active role in supporting the delivery of Council Plan priorities, whether that is through strategic leadership, scrutiny, regulatory functions or at area and ward level.

The Bradford District Plan 2021-25 has been developed collaboratively with partners, including the Council and approved by the District's Health and Well Being Board. It is focused on five shared priority outcomes that will drive the collective efforts of local partners which have clear links to the Council Plan:

- **Children have the best start in life**
- **Sustainable economic growth and good work for all**
- **Residents achieve good health and well being**
- **Safe. Sustainable and Inclusive Communities**
- **Action at all levels on environment and climate change.**

The plan is also underpinned by the principles of tackling inequalities and giving everyone fair opportunities to achieve their potential.

The Council

The Council is composed of 90 Elected Members, also known as Councillors, with three representing each of the District's 30 wards. Each member of Council is elected for a four-year term. A third of members are elected in each year over three consecutive years, the fourth year is fallow with no elections held.

Elected members are accountable to their ward constituents and the Council's constitution requires them all to represent the interests of their ward and individual constituents, respond to constituents' enquiries and representations fairly and impartially and to participate in the governance and management of the Council.

Full Council meetings involving all 90 members are normally held seven times a year, including the Annual General Meeting which is held in May following the local elections. The Council's responsibilities include appointing the leader and setting the overall policy and budget framework within which decision making operates. The budget setting meeting, which also sets levels of Council tax, is normally held in February. Elected Members are expected to attend meetings of Council and attendance rates are high.

Meetings of full council are held in public and are webcast via the Council's website.

Council Committees and External Bodies

The Council seeks to involve all Councillors in the running of the Council and 83 (92.2%) are members of at least one Council committee; 56 (62.2%) are members of two or more committees and 26 (28.9%) are members of three or more. In total, the Council has 142 Committee places.

A number of members also act as council "champions" for specific issues including:

- Anti-poverty
- Armed Forces
- Cycling
- Dementia
- LGBTQ+
- Mental Health
- STEM

Time spent on Council business. The results of the 2023 Councillor survey show that of those responding, 20% spend over 16 hours a month attending Committee meetings, 24% spend between 11-15 hours a month and 30% between 6 and 10 hours.

Attendance at other Council meetings accounts for between 6 and 10 hours a month for 28% of those responding to the question; 11 to 15 hours for 28% and some 27% spend over 16 hours a month on this area of work. Attendance at external bodies represents a smaller but nevertheless potentially significant workload with 27% of respondents spending 6-10 hours a month on this.

Preparation for meetings also accounts for a proportion of time on Council duties and over half of respondents (58%) spend six or more hours a month preparing for Council or external body meetings, with 35% spending eleven hours or more including 22% who spend 16+ hours on preparation.

In addition to preparation for and attendance at meetings, travelling on Council business accounted for over 16 hours a month for 20% of respondents.

Many Councillors have developed significant levels of expertise in areas of Council business and functions.

Maintaining effective governance at current levels, without increasing the existing workloads of individual Councillors, with its consequential impact on their roles in the Council and in their

wards and/or the potential loss of experience and expertise, would require Council size to remain at 90 elected members.

Council Committees

Committee	No. Elected Members	No. Meetings	No. Meetings*
		2021-22 Municipal Year	2022-23 Municipal Year
Executive (Members are also members of the Health and Well Being Board)	6	11	12
Governance & Audit Committee	5	7	7
Regulatory and Appeals	7	3	5
Area Planning Panel (Bradford)	7	10	5
Area Planning Panel (Keighley and Shipley)	7	4	5
Area Committee Bradford East	9		
Area Committee Bradford South	9		
Area Committee Bradford West	9		
Area Committee Keighley	9		
Area Committee Shipley	9		
Licensing Committee	11	2	1
Licensing Panel	3 (from 11)	31	14
Standards Committee	7	1	0
Staffing Committee	5	4	3
Corporate Overview and Scrutiny	10	9	10
Regeneration Overview and Scrutiny	9	8	10
Children's Overview and Scrutiny	9	8	10
Health and Well Being Overview and Scrutiny	9	8	10
Corporate Parenting Panel	5	8	7

*Held and scheduled at February 2023

Strategic Leadership

The Leader. The leader is appointed by full council for a period of up to four years and appoints an Executive.

The Executive. The Council operates an Executive model of key decision making. The Council's Constitution allows for an Executive of up to ten members including the leader. Responsibility for the formulation of key strategic and operational policy decisions is held by Portfolio Holders. Decisions are taken collectively by the Executive, unless delegated to individual Portfolio Holders and are open to scrutiny through the Council's Overview and Scrutiny Committees.

The current Executive comprises six Councillors, including the Leader and Deputy Leader, each of whom has special responsibility for a specific portfolio. Executive responsibilities are allocated by the leader and the Executive takes decisions collectively, in public, and meetings are webcast via the Council's web site.

A number of Executive functions are delegated to Area Committees where they are only concerned with local priorities and circumstances:

- Park amenities and landscape
- Community facilities
- Libraries
- Traffic and Highways

- Waste Management
- Youth Services
- Street Cleansing
- Public Toilets
- Neighbourhood wardens
- Operation and management of community centres and play schemes
- Grants for works in conservation areas
- Promotion of renewable and sustainable environmental improvements.
- Functions relating to local regeneration schemes including acting as the accountable body for external funding;

Executive Portfolios 2022-23

Leader & Corporate Services	Chief Executive's Office; Transforming Public Services; Commissioning & Procurement; Customer Services; Finance; Human Resources; Information Services; Legal and Democratic Services; Revenues & Benefits; Health and Wellbeing Board
Deputy Leader & Education, Employment & Skills	Education, Employment & Skills, Performance, Commissioning & Partnerships (Children's); Industrial Services Group; Transport provision.
Healthy People and Places	Public Health, Adult Social Care, Environmental Health, VCS commissioning (health and social care), Sport & Leisure, Street Cleansing, Waste & Recycling, Culture & Tourism, Climate Emergency, Hackney Carriage and Private Hire, Fleet Transport.
Regeneration, Planning and Transport	Planning, Transportation and Highways; Asset and Facilities Management; Parking policy; Economic Development, Housing & Homelessness; Canal Rd Urban Village; Markets; Digital
Children and Families	Children's Specialist Services; Early Help; Children's Governance; Living Well; Child Friendly District; Lead on Anti-poverty.
Neighbourhoods and Community Safety	Community cohesion and equalities; Emergency Planning; VCS Strategic Support, Neighbourhood Services; Parking – operational; CCTV; Licensing and Land Charges; VCS commissioning – Advice; Youth Justice, Youth Services, Community Safety Partnership.

The Executive is supported by two Executive Assistants appointed by the leader. Responsibilities change according to priorities and circumstances. For 2022-23 the Executive Assistants have supported Neighbourhoods and Community Safety and Healthy People and Places respectively.

Executive Members sit on a range of local, regional and national bodies including roles on:

- Airedale Partnership
- Arts Council North
- Bradford Economic Partnership
- Bradford, Ilkley and Keighley Business Improvement Districts.
- Bradford Place Marketing Partnership
- Keighley and Shipley Towns Fund Boards
- Key Cities Executive
- Local Government Association
- Leeds-Bradford International Airport
- Northern Powerhouse Partnership
- Stronger Communities Partnership
- Transport for the North
- West Yorkshire Combined Authority
- Yorkshire Leaders Board

The demands on Executive members are high. The Executive usually meets 11-12 times over the course of a municipal year with additional meetings scheduled as

necessary. In the 12 months between 1st February 2022 and 4th April 2023 the Executive met 16 times and considered 79 substantive items, often with multiple recommendations.

Meetings normally last between 2-3 hours, depending on the agenda and require significant preparation time in reading substantial reports and background documents, attending briefings and liaising with senior officers.

Half (50%) of Executive Members responding to the 2023 Councillor survey spent over 20 hours a month on each of the following areas of activity - attendance at Council meetings, attending meetings of external bodies and preparing for both Council and external meetings; three-quarters (75%) spent over 20 hours a month in informal Council meetings, such as officer briefings and working groups. These time commitments are in addition to time spent on constituency work and party business. Three-quarters (75%) of Executive members agreed with the statement "I expect my overall Council workload to increase over the next 3 years" compared to 38% of Councillors generally.

This submission proposes to **retain the current Executive model** of governance which provides clear lines of responsibility and public accountability and represents value for money strategic leadership and representation.

Health and Well Being Board. All members of the Council's Executive are also members of the Health and Well Being Board which is chaired by the Leader. The Board is the lead partnership in the Bradford District and is set up as a committee of Bradford Council. It brings together leaders from across the district, including the Council, the NHS, the Police, Fire and Rescue, social housing and the Voluntary and Community sector. The Board provides strategic direction to a wide range of organisations that organise health and wellbeing services and leads on the delivery of the District Plan.

The role of Executive member is effectively a full-time position. While some members of the Executive are also in other employment, the majority undertake the role on a full-time basis. Dedicated administrative, research and policy support is provided via a small team comprising a P.A. to the leader, an Assistant P.A. who supports the other Executive members and a Research and Policy Officer.

The Council's main opposition, the Conservative Group, operates a Shadow Cabinet, members of which hold responsibilities for shadowing specific Executive Portfolios. The Conservative Group are supported by a P.A. and a Policy and Research Officer.

Non-Executive committees

Non-executive functions are undertaken by a number of Council Committees, these include regulatory and overview and scrutiny functions.

Overview and Scrutiny

The Council appoints four Overview and Scrutiny (O&S) committees that play a significant and active role in the democratic leadership and life of the District. O&S supports the work of the Council, contributes to better decision making and widens participation in the democratic process by giving voice to our diverse communities and interests. The Committees are responsible for overview and scrutiny of strategies, plans, policies, functions and services in different areas of the Council's responsibilities.

- **Corporate Overview and Scrutiny Committee.** Overall coordination of overview and scrutiny arrangements; customer services; governance, performance and change; community cohesion, safer and stronger communities.
- **Children's Overview and Scrutiny Committee.** Council Plan priority outcomes relevant to children and young people.

- **Regeneration and Environment Overview and Scrutiny Committee.** Council Plan priority outcomes relevant to better skills, more good jobs and a growing economy and to decent housing.
- **Health and Well Being Overview and Scrutiny Committee.** Responsibilities under the Health and Social Care Act; Council Plan priority outcomes relating to better health and better lives and social care. The Government has made clear its intention that under the Health and Care Act 2022, Health Overview and Scrutiny should continue to deliver effective scrutiny of health, care and public health services and give a voice to local people on their quality, accessibility and effectiveness.

Overview and Scrutiny Committees play a role in holding Executive and non-Executive decision makers to account and have the power to “call-in” decisions of the Executive. They make recommendations to the Executive and the Council on policy and service delivery, promote public and community participation in policy formulation and assist in monitoring performance and progress towards corporate goals. Overview and Scrutiny also examines the contribution of external organisations to the District’s well-being and the way in which services are delivered.

Bradford’s Overview and Scrutiny Committees also carry out reviews and inquiries into issues affecting the District’s communities and Council services and functions, effectively enabling members to “get under the bonnet” of key issues with a view to making recommendations to Executive, Council and external partners. This requires them to establish key lines of inquiry, gather information and evidence, conduct research and undertake consultation with communities and stakeholders. Reviews may originate in requests from the Council or Executive or be instigated by members of the committee.

Recent reviews have included:

Single Use Plastics (SUP) - looking at reducing the use SUPs within the Council; engaging with users of Council recreational facilities to reduce the use of SUPs; working with partners, business and public to promote reductions in SUPs.

Managing Attendance (at work) - examining staff absence, the underlying reasons for it, the impact on service delivery the Council’s response and policies and procedures.

Hate Crime - to review the effectiveness of approaches being undertaken by Bradford Council and its partners in addressing Hate Crime across the District, as well as recommending improvements in tackling Hate Crime across the District.

Fireworks – included a review of licensing and regulations; exploration of prevention and enforcement; consideration of sale and distribution of fireworks; examine the use of fireworks at religious and family events; scrutinise the inappropriate use of fireworks and its impact; assess the impact of fireworks on environmental quality.

While Scrutiny reviews demand a significant amount of work over and above the formal business of the Committee, Bradford Councillors continue to be proactive in seeking to undertake in-depth consideration of key issues, to influence policy and to support progress against Council Plan outcomes and improved well-being. Reviews are currently in progress into the following areas:

- Elective Home Education;
- Child Poverty;
- Persistence absence in schools;
- Anti-Social Behaviour;
- Domestic Violence.

In total, 37 Councillors, over 40% of all elected members, sit on Overview and Scrutiny Committees, ensuring sufficient member involvement in scrutinising Executive decision making and an appropriate breadth and engagement of different political groups, whilst ensuring manageable workloads for committee work and undertaking resident and ward engagement. Each committee has an annual work programme and meets 9-10 times a year.

Management and coordination of Overview and Scrutiny is supported by two Council Officers, each of whom is responsible for working with two committees.

A big, growing and diverse District like Bradford needs sufficient numbers of Councillors to continue to be able to perform effective and proactive Overview and Scrutiny, holding decision makers to account, contributing to policy development and meeting government expectations, for example on scrutiny of health and care. Maintaining Councillor numbers at their current level would provide sufficient capacity to enable this to continue, without detriment to the Council's other functions.

Regulatory & Appeals

The Regulatory and Appeals Committee undertakes a range of functions, including dealing with all major planning applications, applications for planning permission that are for Green Belt, as well as determining applications for licences, permissions, permits registrations, agreeing public space protection orders and acting as a trustee for a number of bodies. In addition, it has the responsibility to make, amend, revoke and re-enact byelaws as appropriate.

Planning. The planning function involves a substantial amount of time and resources. It often involves taking decisions on controversial issues attracting public and media attention.

The Regulatory and Appeals Committee mainly considers larger scale developments which last around half a day to consider one to two items. The Committee met 23 times over the two municipal years 2020-21 and 2021-22 and at the time of writing has met 7 times in 2022-23.

The Regulatory and Appeals Committee appoints two planning panels one for Bradford and one for Keighley and Shipley. Panel meetings dealing with 2-3 household and/or small business applications entail meetings of 2-4 hours' duration. The Bradford panel met 6 times in 2021-22 and has met 4 times to date in 2022-23; the figures for the Keighley and Shipley panel are 4 in 2021-22 and 4 to date in 2022-23.

Councillors new to planning and regulatory functions are required to undertake training, while existing members attend training on changes in policy and legislation.

The Council's Scheme of Delegation authorises officers to discharge the functions and responsibilities of the Council as the Local Planning Authority with the following exceptions:

1. Applications following a written request to the Strategic Director of Place from a ward councillor or MP for the area/constituency containing the application site.
2. Approval of Applications for Green Belt development, development outside town centres, World Heritage Site development, playing field development or flood risk area development which do not accord with the provisions of the development plan.
3. Applications for or including the provision of 150 or more dwellings, except where the principle of development has already been established; applications seeking the renewal of a previous permission or variations of house types or similar changes on an already approved scheme.
4. Applications for, or including, the provision of over 5000 square metres of office, commercial or retail development, except those applications where the principle of development has already been established.
5. Applications, where approval would reverse a previous decision taken by the Regulatory and Appeals Committee or Bradford and District Planning Panel.
6. Applications where approval would conflict with a direction raised by a statutory consultee, defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015 (or as amended).

7. Where the Strategic Director of Place considers that the Application should be referred to the Regulatory and Appeals Committee or Bradford & District Planning Panel for determination because of the significance, impact or sensitivity of the proposal.
8. The determination of Applications submitted by or on behalf of Councillors, the Council's Senior Leadership or any officer employed within the Department of Place or those of a spouse, partner, business associate or client, or close relative.

On average the Local Planning Authority handles around 3,300 planning applications per annum (based on average of last 3 years). The vast majority of these are determined under delegated powers (around 98%). Taking figures from the last 3 years, this means around 60 decisions per annum being made by Members on average. The figures have not varied much over the last few years, however there has been a notable reduction in major planning applications during 2022/23 reflecting market conditions for house building, inflation and other global issues. In future years, it is expected that the number of planning applications will see a significant rise as market conditions improve, Bradford district gets increased interest in inward investment, economic development and when regeneration projects reach their town planning stages, as the cost of living and inflation issues improve and the Local Plan nears its final stages of preparation and adoption.

Year	Total decisions	delegated decisions	% of delegated decisions	Total planning panel decisions	Minor panel decisions	Other panel decisions	Total Regulatory & Appeals decisions	Major regulatory decisions
2020/21	3206	3149	98.20%	14	9	5	43	16
2021/22	3836	3763	98.10%	57	34	23	16	12
2022/23	2842	2811	98.91	43	24	15	6	6
				114			65	

N.B. The only applications examined were those that could potentially go to panel, and thus do not include SUBs, NMAs etc.

Licensing

The Licensing Act 2003 requires the Council to establish a Licensing Committee of 10-15 members. Bradford's Committee has 11 members. Functions relating to s.7 of the Licensing Act 2003 and the Gambling Act 2005 s.154 are delegated to a Licensing Panel comprising three members of the Licensing Committee, selected according to availability.

The vast majority of decisions are delegated to officers, for example, applications for alcohol licenses:

% Alcohol licensing decisions delegated to officers

2019	2020	2021	2022
98%	94%	96%	98%

The Bradford Licensing Panel discharges the functions of the Licensing Committee and takes decisions on those applications to which there has been one or more objection. The number of these has increased in recent years, with the numbers of applications going to panel increasing, including 19.5% of applications to grant new licenses; evidence indicates that to date, 2023 has also been busy.

New Applications for Alcohol Licenses at Licensing Panel (Calendar Year)

2019	2020	2021	2022
18	22	27	27

Licensing Panels are also held for a range of licenses other than alcohol for example, gambling, scrap and for license renewals.

No. Licensing panel meetings (Municipal year).

2019-20	2020-21	2021-22	2022-23 to date
18	18	32	16

As the District prepares for its year as UK City of Culture and its lasting legacy beyond 2025, the workloads for the Licensing Committee and Panel are expected to increase. Likewise, as the pipeline of transformational regeneration projects, such as City Village, One City Park and the new market are realised and catalyse additional growth, we anticipate a significant increase in the numbers of licensing applications, including those that lead to objections and require Elected Member decisions to be taken.

West Yorkshire Combined Authority (WYCA)

Bradford plays an active and influential role in West Yorkshire's Mayoral Combined Authority. Fifteen Councillors are active in WYCA, including four members of the Executive and the leader of the main opposition group. Three members of the Executive are members of more than one WYCA Committee and the leader is the Chair of the Transport Committee. Bradford's representation is drawn from across its four main political groups.

WYCA has significant financial resources and powers, with a particular emphasis on skills, economic development and transport infrastructure – all closely aligned to Bradford's priorities and key to its future prosperity and well-being. Alongside combined authorities across the country, it has been making the case to Government for further devolution.

As the second biggest local authority in WYCA, it is important that Bradford can continue to provide sufficient numbers of experienced Councillors to be able represent the District, effectively ensuring that its residents and businesses can maximise the benefits of devolution, through securing investment into the District, influence on policy and support for wider sub-regional and regional strategic goals.

External Bodies

Bradford Councillors are currently appointed to 57 external bodies with a total 100 places (a small number of external bodies have Councillor vacancies); 55 (61.1%) Councillors are on at least one outside body and 27 (30%) are on two or more.

Community representation and leadership.

Bradford is a District in which the representational and community leadership roles of District Councillors is highly valued by the public. Evidence from the 2016 review of elected members demonstrates that the public expect councillors to work closely with communities at ward level.

Area Committees. Bradford has a long history of area and neighbourhood based working and devolved decision making. Five area committees, one for each Parliamentary Constituency and comprising six wards, work closely with local communities and organisations, such as parish and town councils and community associations to enable their voices to be heard, support community development, and liaise on their behalf with Council and other public services. Area Committees contribute to the development of strategic plans and policies of the Council with reference to the characteristics and circumstances of their local areas.

Each Area Committee has recently agreed a Locality Plan 2022-2025, setting out how the Council and local partners will work in more collaborative and integrated ways across different organisations to deliver the best possible outcomes. The approach enables services to be better tailored to local needs. Locality Plan priorities build on those identified in individual ward plans and link to the Council Plan's priority outcomes.

In addition to powers delegated from the Executive (outlined earlier), Area Committees also oversee the distribution of small grant funding through the Council's Community Chest scheme. The Council also regularly allocates additional time limited funding for community based initiatives to Area Committee level. Examples include funding for grassroots work on climate change and net zero and small grants to support celebrations of national events, such as the Queens' Platinum Jubilee.

Area Committees meet between 5 and 8 times over the course of a municipal year. Each has a membership of nine elected members who represent the area covered by the Committee. In total 45 Councillors - half of the Council - are members of Area Committees.

The Council's commitment to area and locality based working and the empowerment of local councillors has been demonstrated in recent investments in additional ward officers to strengthen support at the local level.

Member Communication and engagement. Members use a range of approaches to communicate and engage with residents including text, email, social media, in-person and online surgeries, face to face contact with constituents in their homes, newsletters and attendance at local partnership and community meetings.

Digital technology plays a key and growing role in supporting communication. On average email accounted for 29% of the time Councillors responding to the survey spend communicating with constituents and social media a further 11%. Some 58% of respondents said that the time spent on communicating via social media had increased over the last 12 months and 58% also reported an increase in time spent on email correspondence over the same period. Communication by letter is decreasing for 39% of respondents.

In-person contact, however, also continues feature prominently – accounting for around 19% of time spent communicating with residents on average, the second highest form of contact after email; 44% of Councillors reported spending more time on face to face contact over the last year and 52% on meetings – possibly due to increasing confidence around face to face contact as we emerge from Covid. Members often live in the wards that they represent and this can impact on face to face contact time.

“As ward members who live in our wards we can't just switch off at 5pm. We live in our wards, our constituents are our neighbours, they sometimes come to us out of hours for help; we have an open door policy to some extent. When someone is desperate for help you can't say NO. Its unethical to say NO. So between myself and my ward colleagues we manage our work load very efficiently.”

“I am at the heart of my community, I have a high degree of face to face contact, I am based at two of the community centres in the ward and always available.”

Others felt that face to face contact enables a better understanding of constituent's issues. Overall, Councillors were happy to interact in ways that best suited the needs of individual constituents or groups:

“It all depends on how a resident wishes to be engaged with, some want a telephone conversation due to their work/life, others wish to see you in person, some want an email reply and to be kept up to date with progress, others want to attend community meetings while others wish to raise concerns in private.....As a councillor it's not about the balance for you , it's what and the way residents want to communicate with you and you with them, it's based on what they want.”

Casework. Our 2023 survey of Councillors revealed that in addition to work on Council committees, 59% of those responding spent in excess of 20 hours a month dealing with constituent case work and enquiries, with a further 25% spending between 11 to 20 hours on these activities. Over 80% (82%) of respondents spend 11 hours or more a month engaging

with constituents through surgeries, home visits, walkabouts, online forums with 50% spending over 20 hours a month in these ways.

Analysis by ethnicity indicates that higher proportions of Councillors from non-white minority backgrounds spend over 20 hours a week both engaging with constituents (83%) and dealing with constituent enquiries and casework (75%) than colleagues from White British and other White groups – (41%) and (59%). Non-white Councillors predominantly represent densely populated urban wards in inner city Bradford and central Keighley which have large numbers of ethnic minority residents and relatively high levels of deprivation.

Three-quarters (75%) of responding Councillors anticipated an increase in individual case work over the next three years and two-thirds (66%) think that they will be doing more work to help groups of local people secure solutions to local issues. Over half of respondents also believe that they will be doing more work in their wards, both to help people bid for funding (56%) and to get them involved in volunteering (59%). Just under half (48%) thought that they would see more ward work relating to planning issues; 47% anticipated an increase in activity to support behaviour change and 57% believe that they will be doing more work to consult local people in advance of decisions being made.

In an average month, 24% of Councillors responding to the survey deal with over 50 cases, 71% deal with 21 or more cases and 93% with 11 or more.

Councillors undertake all their own case work with the exception of the leader and some members of the Executive who have a small amount of dedicated office support (they do nevertheless, undertake the majority of their own casework). Depending on the nature and complexity of the issue, casework may be resolved through a simple inquiry or referral made to officers or may need more in-depth involvement of members to secure a resolution; the councillor survey tells us that Councillors are seeing increasingly complex cases.

Resolving concerns or conflicts. The Council has arrangements in place for members of the public to raise or report issues or concerns, request a council service or make a complaint without recourse to elected members. It is possible to do all of these things via the Council's web site and its customer services number; contact can also be made via the Council's social media accounts.

Where a complaint is made or a dispute requires resolution, clear procedures are in place. All Council employees are required to resolve concerns or complaints at the first point of contact, known as informal resolution. Where a complaint or concern cannot be resolved informally, it will be dealt with in accordance with the Council's Complaints Policy and Procedure, whereby all formal complaints dealt with at this stage (known as Stage 1 of the formal process) are passed to the relevant Council service or department to investigate and respond to the complainant. In cases where a service provider is in place through an external contract, the provider is responsible for responding to a complaint at this initial stage.

Where, following receipt of the response, the complainant remains dissatisfied, then the Council can instigate Stage 2 of the formal process, whereby the Council's Corporate Complaints Team (CCT) will review the original complaint and response and, where appropriate, undertake a further investigation, responding directly to the complainant.

Should the complainant remain dissatisfied with the outcome of the Stage 2 investigation, then they will be advised to contact the Local Government Ombudsman.

This information appears on the Council's internal and external websites and is shortly to be reviewed.

Time spent on Council business. Over two thirds of Councillors (67%) spend more time every month on Council business that they expected when they first became an elected member. Almost two thirds (66%) of respondents said that the time that they spent on Council business had increased since they were last elected, 9% said it had stayed the same and the remaining respondents had not previously been elected.

High levels of deprivation, low incomes, poor health and housing and demand for school places and other public services contribute to high Councillor workloads in parts of the District, notably the inner city, central parts of Keighley and large housing estates in both Bradford and Keighley.

72% of respondents to the survey agreed with the following statement “I expect my overall Council workload to increase over the next three years” with 38% in strong agreement. Many of the reasons provided for this view related to the impact of austerity, Covid and the cost of living crisis on local people.

Entrenched poverty, fuel costs and food shortages with even working constituents struggling, housing issues, pressure on school places, access to welfare advice, health inequalities and difficulties in accessing health services and social care were all cited by Councillors participating in the survey as contributory factors to increasing demand on their time.

Councillors reported rising complexity of cases and increasing public expectations, for example, Covid heightened awareness of inequality and peoples’ expectations have risen as a result – when they struggle to access services, either due to demand or spending reductions they turn to Councillors as community leaders to help. As more public services move online or are pared back as a result of financial pressures, Councillors have said that increasingly they represent the public face of the Council. Some Councillors have reported that they are increasingly dealing with people in crisis and have suggested that they should in future play a role in the prevention and early help agenda.

Because Bradford has relatively high proportions of households where no one speaks English, many Councillors often find themselves supporting people with little, poor or no English to access services and support and, where appropriate, training in English Language skills

“I have more people I am supporting as a social lifeline as well as more electors who wish to take each decision to the final stage process rather than accept advice...”

“Councillors can be the last hope of where to go to get signposted or a problem solved for a number of people in communities of all ages; life is hard and income stretched and Councillors are a trusted friendly face in the community.”

“The way it’s going it’s going to be more than a full-time job. I am already working flat out seven days a week. My phone is constantly ringing.”

Other reasons for an anticipated increase in workload included the expectation that, as Councillors grow in experience, they will take more on and dig deeper into issues and build their reputation with constituents; securing positions with greater responsibility and the likelihood that the role will require more and more partnership approaches.

In the more affluent and/or rural parts of the District the work of Councillors is less impacted and driven by deprivation. However, this does not necessarily translate into lower levels of demand on Councillor time. Some of these areas have pockets of deprivation and Councillors in these wards may also need to deal with different kinds of issues, for example, achieving the right balance between the need for housing growth and the preservation of green belt, access to services or public transport, addressing the needs of an older population and may work with constituents who have higher levels of engagement in and expectations of the democratic process than may be the case in other parts of the District.

Travel within and across geographically large wards such as Worth Valley and Craven can be time consuming and parts of the District are some distance from Bradford’s City Hall, where the vast majority of Council meetings are held – for example the large village of Addingham is some 16 to 17 miles away by road from central Bradford, Eastburn over 14 miles, Silsden, Ilkley and parts of the Worth Valley ward are around 13 miles away.

Community leadership and insight. Casework constitutes the majority of Councillors’ ward work. However, local Councillors play a growing community leadership role helping to identify

and connect local resources and opportunities, working on funding bids, helping people to hold services and other organisations to account and advocating for different communities and groups. They gather local intelligence and insight and feed this back to the Council in order to help develop and commission services that are better aligned with individual communities' needs. Many councillors sit on community organisations and are proactive in organising community events and initiatives, ranging from litter picks to establishing community gardens and other communal facilities.

This aspect of Councillors' work has grown in scale and importance as austerity, rising demand for services and increasing costs of providing them has hit council services and limited their scope.

Councillors act as community leaders and champions and have worked with communities and groups across the District to help people find different ways of addressing local issues and taking on greater responsibility for their areas. For example, Councillors have played a key role in facilitating a number of Community Asset Transfers. Bradford has had a significant pipeline of these; in supporting communities to run their local facilities, such as libraries and in promoting engagement in the Council's "People Can" initiative, which supports grass roots community activity, often focussed around environmental improvements and issues.

Councillors play a role in holding other service providers to account to their communities, not just council services, for example, the NHS, academy trusts, housing providers.

As part of our 2016 review, one Councillor told us:

"The role of a councillor has moved on from someone who just oversees replacing street lights and gritting. More emphasis will be on partnerships working and influencing decisions."

Councillors increasingly need to be skilled in brokerage, influencing, partnership and advocacy and working to "future proof" communities against budget reductions and soaring costs through bringing different groups, resources and opportunities together.

"...the role has become more challenging and means we are far more involved in mediation, community development and asset based community work to try to engender more community based capacity..." (2023 survey respondent)

Each of the Council's 30 wards has a Ward Plan which links explicitly to wider locality plans and the overarching Council Plan priorities. Councillors play a leading role in the development of Ward Plans, working through multi-agency ward partnerships and in consultation with local people to identify and address differing local needs and emerging trends and to improve outcomes. All ward councillors have been engaged in consultation and engagement as part of the shift to locality planning.

Councillors also play a critical role in supporting community cohesion, acting as the District's eyes and ears on the ground, raising awareness of emerging issues and potential flashpoints or tensions and support council services and other agencies, such as the Police to undertake early intervention to defuse and prevent the escalation of issues. Mediation between different groups is a regular feature of Councillors' work particularly among the densely populated inner city wards and this requires Councillors with lived experience of their communities and the cultural competency that goes with it, alongside effective interpersonal and negotiating skills.

Bradford District has on several occasions in recent years, been the target of far right activists and provocateurs seeking to provoke confrontation with local communities. Councillors, through their extensive networks of community contacts and ability to manage relationships on the ground have played an important part in ensuring that the District's response has been peaceful and dignified and without incident, while making clear its rejection of extremism.

Other notable examples include Bonfire Night, which is often a potential flash point; Councillors are at the heart of work to ensure that it passes without incident, walking the streets to provide visible leadership and reassurance to their communities.

The Council's 2021-22 budget allocated additional resources to strengthen ward and locality based working, recognising its key role in prevention and early help and its importance to the Council's ability to recognise and respond to diverse needs. All wards now have the support of a Ward Officer and Assistant Ward Officer who work in support of Councillors and the realisation of outcomes set out in the Ward and Locality Plans.

Digital. Digital and online access provides more routes for people to contact Councillors, enables progress to be made via the use of a phone and improves accessibility. However, it also means that they can be contacted at all hours and many people are unfamiliar with digital and online systems; one Councillor told us that Councillors spend time supporting people to use systems, such as those for booking GP appointments.

Anecdotally Councillors have reported that for those on the lowest incomes, the cost associated with online and digital access are a barrier, particularly given the need for households to make difficult choices about spending due to the rising cost of living.

"I feel constituents want more time, especially face to face. And not many of my constituents know how to email or go on to social media or read English, therefore it is important we are available face to face. "

Digital exclusion is driven by complex factors, including income, age, poor literacy and English language skills, disability, ill health and poverty. Those people with the greatest degree of exclusion are the most likely to need public services, yet are among the least likely to access them online, so as more services go digital face to face contact with Councillors increases in importance for some of our most vulnerable residents.

Digital inclusion is a key component in the District's digital strategy that seeks to ensure that no citizens of Bradford District will be excluded from having access to digital devices, adequate affordable connectivity and the necessary skills to use them to improve their livelihoods. The digital inclusion agenda offers the opportunity for Councillors to broaden their engagement with constituents via the development of a dedicated app.

There is potential for the development of digital tools to support Council Departments in assisting Councillors to respond to specific issues in their ward and, for example, provide them with real time, detailed information.

Young People and Marginalised Groups. Bradford's Councillors have prioritised and sustained the Council's youth service throughout years of austerity, when other authorities have either closed or radically reduced their offer. Youth services are delegated to Area level and ward Councillors take a close interest in their work. A specific youth services work-stream is designed to capture the voice of children and young people and particularly those from the most under-represented and marginalised groups This helps to inform councillors and officers alike of key issues for young people and has included specific sessions with Councillors. A number of Councillors serve as school governors and some are regular visitors to schools where they raise awareness of the work of a Councillor and promote political participation.

Child Friendly Bradford District is a partnership-based Children's Rights initiative to increase the voice and influence of children and young people. The United Nation Convention on the Rights of the Child (UNCRC) states that children have a right to be heard when adults make decisions that impact their lives. It is key to realising the Council's commitment to "put the voice of the child at the heart of all we do" and will involve developing children and young people's engagement with councillors and decision makers, helping children and young people have a better understanding of, and interest in, local democracy and public services, involving children and young people in Local Authority recruitment and commissioning processes and focussing on structures that enable children and young people to have a voice and influence - School Councils, Children in Care Council, Care Leavers Council, Special Education Needs and Disabilities (SEND) Youth Forum.

The Council's **Stronger Communities** team has established a District wide network of community ambassadors and strong links to communities of interest. The network supports

Councillors and Council officers to deliver and design services.

The District is home to an estimated **5,000 voluntary and community groups** ranging from mums and toddlers to larger anchor organisations, umbrella groups and those representing communities of interest, such as faith, ethnicity, disability, gender and sexuality. Around 2,000 are of a scale and size that would be supported through the Council's commissioning of infrastructure support. However, the Council's area offices and many Councillors are also involved in running, supporting and representing the interests of VCS groups at all levels including neighbourhood groups and "friends of.." organisations among others.

These connections to young people, schools and to a wide range of communities and organisations reflect and support the representative and their community leadership roles of Councillors.

Town and Parish Councils. The District is home to 21 Town and Parish Councils. These are predominantly located in outer areas to the North and West of the District. However, they do include one inner city community council (Bradford Trident). Locally elected members have a close working relationship with community bodies and town and parish councils. Eleven of Bradford's District Councillors also serve on Town and Parish Councils, while many more engage with them on a regular basis. Bradford Council acts on all requests for Community Governance Reviews.

A 2016 survey of District Councillors found that Parish Councils are perceived to be key stakeholders, with whom productive relationships should be established and sustained, although these were seen as being of variable quality at the time.

Local Councils will invite their District Ward Members to meetings where there is a relevant issue to be discussed. A formal charter helps govern relations between the District and Town and Parish Councils; a liaison Group is chaired by the Executive Member for Neighbourhoods and Community Safety. It includes the Chairs of Bradford council's five Area Committees and meets three weekly.

A number of Parish Councils have completed Neighbourhood Development Plans supported by the active involvement and engagement of District councillors. Further neighbourhood plans are anticipated for the future, including Keighley which represents a large and diverse area in its own right. District Councillors will continue to play key roles in the Neighbourhood Development Plan process, including membership of appropriate steering groups.

Town / Parish Council	CBMDC Ward	Constituency
Addingham	Craven	Keighley
Baildon	Baildon	Shipley
Bingley	Bingley	Shipley
Bradford Trident	Little Horton	Bradford East
Burley	Wharfedale	Shipley
Clayton	Clayton & Fairweather Green	Bradford South
Cross Roads*	Worth Valley	Keighley
Cullingworth	Bingley Rural	Shipley
Denholme	Bingley Rural	Shipley
Harden	Bingley Rural	Shipley
Haworth & Stanbury	Worth Valley	Keighley
Ilkley	Ilkley	Keighley
Keighley	Keighley Central, Keighley East, Keighley West, Worth Valley (part)	Keighley
Menston	Wharfedale	Shipley
Oxenhope	Worth Valley	Keighley
Sandy Lane	Thornton & Allerton	Bradford West
Shipley	Shipley	Shipley

Silsden	Craven	Keighley
Steeton with Eastburn	Craven	Keighley
Wilsden	Bingley Rural	Shipley
Wrose	Windhill & Wrose	Shipley

*Effective from 4 May 2023

About our Councillors. The average age of Bradford District Councillors in May 2022 was 52.2 compared to 54 three years before. This is lower than the national average of 59.4 as identified via the 2018 National Councillors Census undertaken by the Local Government Association.

The proportion of Councillors aged 18-34 is significantly lower than among the District's voting age population. The proportion of Councillors aged 55-64 is more than double that in the District's 18+ population. Bradford Councillors do however have a much younger profile than national averages with 28.9% under 45 compared to 14.8% nationally and the proportion of Councillors aged 65 and over at less than half the national average.

Men continue to make up the majority of councillors (56.7%) but the numbers of women councillors are increasing with 39 women comprising 43.3% of the Council up from 38.9% four years ago.

	Age Group				
	% 18-34	% 35-44	% 45-54	% 55-64	% 65+
Bradford Council	7.8	21.1	21.1	34.4	15.6
National Councillors Census 2018	6.8	8.0	15.5	26.9	42.9
District population (18+)	33.2	18.8	17.8	14.1	16.1

Records indicate that Councillors who have disclosed their ethnicity to the Council 63.3% are White British (English; Scottish; Welsh; Northern Irish), 3.3% are from White Other groups; 26.7% are British Pakistani and 3.3% from British Bangladeshi, Other Mixed and Other Black groups. In total non-white groups make up 30% of the Council. Continuing to make progress towards a Council that is more representative of the people that it serves against a backdrop of increasing diversity will, as a minimum, require the retention of 90 Councillors.

Democratic Participation. Local elections attract candidates with diverse political views.

Party	Locals – 6 May 2021	Locals - 5 May 2022	Locals 4 May 2023
Conservative	34*	28	30
Green Party	33*	30	30
Labour	33*	30	30
Liberal Democrats	29	28	27
Independents	7	12	6
No Party Description	2	0	0
Freedom Alliance	1	1	0
Heritage Party	0	1	0
Reform UK	2	0	3
Social Democratic Party	2	2	1
The British Democrats	1	1	1
The For Britain Movement	1	1	0

TU & Socialist Coalition	2	1	1
UKIP	1	0	0
Yorkshire Party	6	7	10
Totals	154	142	139

While in some parts of the District low turnout indicates that many people are not engaged in the actual voting process, local Councillors continue to engage with a significant proportion of the population, irrespective of participation in elections, as one Councillor told us;

“I am very visible in my ward and generate a lot of casework and communication especially from residents who are very disengaged. The turnout in my ward is >20% and I get casework from a lot of people that don’t vote.”

The Council undertakes a significant amount of proactive work to encourage electoral registration. Councillors have a key part to play in this and are playing a leading role in raising awareness of the ID requirements of the Elections Act.

Member support. Outside of dedicated support for the Council’s Executive and main opposition group, support for the majority of members is limited with two members of staff assisting Councillors with a range of administrative tasks such as booking venues for surgeries; support does not however include assistance with case work.

Some respondents to the Councillor Survey said that more support was needed, particularly to new councillors to get up to speed on how the council works, who they need to contact etc. which can be time consuming. Others would welcome greater training on their committee roles which may require a degree of specialist knowledge that would improve scrutiny and decision making.

Some respondents said that the quality and timeliness of responses to queries could be improved. Others pointed out that, despite significant workloads, Councillors have no workforce rights. It was suggested that we establish an approach to analyse the effectiveness of different working practices across the District.

Training and Development. Training in Planning and Regulatory functions is mandatory for all members involved in the exercise of those functions. Councillors can also access a wide range of learning and development opportunities. The e-learning programme for 2022-23 includes modules on information governance, anti-bribery, awareness of sexual exploitation, equalities and human rights legislation and a range of learning on equalities, diversity and inclusion. The programme also offers access to in-person training delivered by the Council and the Local Government Association (LGA), which includes corporate parenting, personal safety, financial governance and dealing with coercive control. Other elements of the programme are targeted at Councillors with responsibilities in specific areas of the Council’s work and functions, such as children’s services, licensing, digitalisation, building safety, and audit committees. The LGA also provides numerous online resources, including material targeted at newly elected councillors and councillors with disabilities.

Parental Leave. The Council recently adopted a parental leave policy entitling members to up to 6 months’ maternity and adoption leave with the option to extend by a further 6 months by agreement. Requests to extend leave are to be determined by the Monitoring Officer in consultation with the relevant Group Leader (if applicable). The Policy also entitles relevant members to take a maximum of 2 weeks’ paternity leave.

The policy promotes a more inclusive approach to democratic participation and in particular will address some of the barriers to becoming councillors. While parental leave is likely to be taken by a relatively small number of Councillors at any given time, it will nevertheless potentially impact on the workloads and representative roles of other elected members during that period and strengthens the case for three member wards.

Elected Member Review 2016. In November 2016 the Council completed its own review of the numbers and role of CBMDC elected members and secured an independent assessment of the results from Sir Rodney Brooke who has significant public sector experience. The assessment sought to determine whether or not the Council should request the LGBCE to undertake a formal review.

The review involved a number of elements – desk research, a survey of elected members, qualitative interviews with a sample of elected members and a survey of members of the electorate from across the District.

Key findings included;

- Bradford District is a place where people attach high levels of importance to local democratic accountability irrespective of age, gender, ethnic group or location and expect elected representatives to work closely with local communities;
- Very high proportions of electors believed that three councillors per ward was the right number – 70% agreed with this and 10% believed that three Councillors was not enough.
- Younger voters – 18-34 year olds and women were most likely to believe either that three Councillors was the right number for their ward or that more were needed. Among 18-34 year-old respondents 20% believed that three councillors for their ward was not enough.
- Over 80% of Councillors spent at least 16 hours a week on council business and over half spent more than 20 hours a week;
- Dealing with constituency issues formed the largest proportion of the workload for most councillors;
- Many Councillors expected to see significant increases in their workloads and their roles as community leaders grow in importance.

Sir Rodney Brooke concluded that, given the District's diversity, its growing population, the impact of austerity on existing workloads and public opinion identified through the survey of electors, there should be no change in the number of elected members.

Summary

Bradford is a big, diverse and growing District where people expect their Councillors and council to be able to ensure that everyone is properly represented and have the requisite skills and capacity to provide accountable strategic leadership, effective scrutiny and regulation and strong community leadership.

Since the last review in 2003 the District has experienced growth in the population, the electorate and the economy. We expect to see further growth in the numbers of people and businesses and in Councillor workloads. Councillors continue to seek out opportunities to achieve the District's ambitions while facing significant challenges, including high and complex levels of deprivation, need and demand for services, all of which have implications for skills, capacity and workload in every aspect of Councillor activity.

Strategic leadership. Bradford is an ambitious District with an entrepreneurial and growing economy and a leading role in WYCA, the pan-northern economy and in sub-regional devolution arrangements. It is essential that it retains the ability to lead and influence at a District-wide level and beyond so that Bradford can maximise the benefits of existing and increased devolution and ensure that the District's interests are represented regionally and nationally. Council leaders must also navigate a complex, wide ranging and challenging policy environment at a time where resources are increasingly under pressure as demand for services and the costs of providing them is rising and levels of need and deprivation are high.

Leadership within this context is complex, requiring collaboration with partners across all sectors and including Government Ministers and inward investors. This high level leadership places significant demands on senior Councillors and requires them to have a wide portfolio of skills and experience. It can limit their ability to spend time on ward issues and therefore it is essential that they have the support of ward colleagues who are able to pick up the increasing demands of the community leadership role.

Overview & Scrutiny. Effective governance under the proposed Executive model means ensuring sufficient capacity both to hold those decision makers to account and for Councillors proactively to address issues of concern to local citizens, organisations and businesses. Bradford has a highly innovative and active scrutiny function that engages a significant number of elected members from across the political spectrum and represents a wide range of communities. A Council size of 90 will enable this to continue and to undertake specific responsibilities in scrutinising a complex health and care system.

Regulatory. The District's extensive project pipeline, ambitions on net zero and new housing alongside the legacy of City of Culture 2025 will have an impact on its regulatory functions. Any reduction in capacity has the potential to hold up the realisation of plans for regenerating our city and towns.

Community leadership. Bradford's Councillors are community leaders and that role is increasing both in terms of higher caseloads and in the shift to more locality based collaborative working. Area Committee structures promote decision making informed by local knowledge, intelligence and insight and help to tailor services, investment and interventions to the needs of local communities. The role of frontline ward councillors is integral to effective community leadership and Bradford's Councillors repeatedly demonstrate a deep understanding of community needs, aspirations and opportunities, working with local people and organisations to secure improved outcomes and where necessary, resolve conflict.

Councillors report increasing caseloads and demands at ward level and are rarely if ever, off duty; this is on top of the significant amount of time that many of them devote to attending and preparing for Council meetings. Clearly large numbers of people continue to rely on Councillors for support, to advocate on their behalf and to resolve problems. Digital is potentially increasing that workload not reducing it. This suggests that any reduction in the three member per ward model would see Councillors in some parts of the District overwhelmed and unable to represent constituents effectively. Given Bradford's high levels of community and geographic diversity this would also inevitably undermine the ability of the Council to represent the widest range of people and interests, potentially restrict the opportunities for people from diverse or disadvantaged backgrounds to stand for election as Councillors and contribute to a democratic deficit.

Having three members per ward helps to achieve a balanced workload for individual Councillors, provides constituents with a choice of people to contact, secures cover for sickness and helps to ensure that the Council has the experience insight and capacity to represent diverse communities and complex local issues through its structures and identify emerging issues at an early stage.

In order to secure fair and balanced representation reflecting the diversity of the District and deliver the leadership and services that meet its different needs, including the ongoing need for face to face contact, we need Councillors who can properly reflect communities and their characteristics and interests and have the lived experience, cultural competency and leadership skills to do so. In order to achieve this, we need to maximise the opportunities for people of all backgrounds to become councillors. 90 Councillors spread across the District's 30 wards is the minimum number required to achieve these objectives.

Conclusion. In conclusion, 90 Councillors will provide the Council with the balance, diversity and capacity to effectively undertake its strategic, regulatory and community roles within the context of local and national policy and while continuing to offer residents value for money representation and leadership.