

# Kirklees Council



Tuesday 10 January 2017

Dear Councillor

**The Council will meet on Wednesday 18 January 2017 at 6.00 pm at Council Chamber - Town Hall, Huddersfield.**

The following matters will be debated:

**Pages**

**1: Announcements by the Mayor and Chief Executive**

To receive any announcements by the Mayor and Chief Executive.

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**2: Apologies for absence**

Group Business Managers to submit any apologies for absence.

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**3: Minutes of Previous Meeting**

1 - 6

To receive the Minutes of the previous meeting of Council, held on 14 December 2016.

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#### **4: Declaration of Interests**

7 - 8

The Councillors will be asked to say if there are any items of the Agenda in which they have a Disclosable Pecuniary Interests, which would prevent them from participating in any discussion of them items or participating in any vote upon the items, or any other interests.

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#### **5: Petitions**

Any Member of the Council can submit a petition, in accordance with Council Procedure Rule 9.

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#### **6: Deputations/Petitions**

Council will receive any petitions from members of the public, in accordance with Council Procedure Rule 10 or will receive any deputations, in accordance with Council Procedure Rule 10.

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#### **7: Questions by Members of the Public**

Council will receive any questions from members of the public, in accordance with Council Procedure Rule 11.

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#### **8: West Yorkshire Combined Authority**

9 - 18

To receive the Minutes of the previous meeting of West Yorkshire Combined Authority, held on 29 September 2016, in accordance with Council Procedure Rule 5.

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**9: Treasury Management Half Yearly Monitoring (Reference from Cabinet)** 19 - 26

To receive the report.

Contact: Tim Mitchell, Finance Manager.

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**10: Revisions to Local Flood Risk Management Strategy (Reference from Cabinet)** 27 - 90

To consider the report.

Contact: Tom Ghee, Group Engineer.

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**11: Calculation of Council Tax Base 2017/2018 (Reference from Cabinet)** 91 - 102

To consider the Council Tax Base Level 2017/2018.

Contact: Debbie Hogg, Assistant Director – Financial Management.

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**12: Written Questions to the Leader and Cabinet Members** 103 - 104

To receive written questions to the Leader and Cabinet in accordance with Council Procedure Rule 12.

(Note: The deadline for the submission of written questions is 10.00am on the day prior to the Council meeting)

The schedule of submitted written questions will tabled at the meeting.

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**13: Key Discussion - Kirklees Active Leisure and Kirklees Council Partnership Update**

To receive a presentation from the trustees of Kirklees Active Leisure.

(In accordance with Council Procedure Rule 5(5) consideration of this item must commence by 7.00pm)

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**14: Report of Ad Hoc Scrutiny Panel - Children's Services**

105 -  
146

To receive the report of the Ad Hoc Scrutiny Panel on Children's Services

Contact: Penny Bunker, Governance Manager

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**15: Motion submitted in accordance with Council Procedure Rule 14 as to Social care and NHS Underfunding**

147 -  
148

To consider the following Motion in the names of Councillors Sheard, Kendrick, Pandor, Hill and Ahmed.

'This Council is extremely concerned about the on-going crisis in Social Care and Health (via the NHS). This has been caused by unprecedented demand, and unprecedented, chronic underfunding by this Conservative Government.

Starving our social care system of resources puts lives at risk and destroys the quality of life of countless residents of Kirklees.

As local representatives it is our duty to stand up for Kirklees residents and express our deep concern.

The Motion asks that the leaders of all our political groups sign a joint letter to the relevant Secretaries of State, and campaign through local MPs and the LGA, for an adequate funding of social care and the NHS.'

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**16: Motion submitted in accordance with Council Procedure Rule 14 as to Proposed Change to Constitution of Planning Sub-Committees**

To consider the following Motion in the names of Councillors D Hall, Bolt, J Taylor, Patrick, Armer, Watson and Smith.

‘This Council notes the difficulty that residents of Kirkburton and Denby Dale wards have in accessing Council Planning Sub-Committee Meetings held in Dewsbury Town Hall. It recognises that without access to private transport it can take several hours to get to Dewsbury, often by having to change in Huddersfield Town Centre. It notes that in all other Council matters these wards are recognised as part of Kirklees Rural District and that in line with the Council's desire to encourage the public to access and engage with Council decisions the move of the planning applications for these wards be determined in Huddersfield rather than Dewsbury.

This Council resolves that the current arrangements for Planning decisions be amended to allow for one Strategic Planning Committee and 2 Planning Sub-Committees, a Heavy Woollen Planning Sub Committee based in Dewsbury covering the Birstall and Birkenshaw, Cleckheaton, Heckmondwike, Liversedge and Gomersal, Batley East, Batley West, Dewsbury East, Dewsbury West, Dewsbury South and Mirfield wards and a Huddersfield Planning Sub Committee covering the Lindley, Colne Valley, Holme Valley North, Holme Valley South, Crosland Moor and Netherton, Golcar, Ashbrow, Greenhead, Newsome, Dalton, Almondbury, Kirkburton and Denby Dale Wards.

This Council therefore instructs the Assistant Director (Legal, Governance and Monitoring) to take appropriate steps to make the necessary changes to the constitution required to implement the amendments, including the submission of a report to Corporate Governance and Audit Committee for consideration, prior to the implementation of the changes at the beginning of the 2017/2018 municipal year.’

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**17: Motion submitted in accordance with Council Procedure Rule 14 as to Social Care Tax Precept**

To consider the following Motion in the names of Councillors N Turner, A Pinnock, K Pinnock, Wilkinson, Eastwood, Burke, Lawson and Marchington.

‘This Council;

(i) notes the Local Government Finance Settlement announcement

in December 2016, which will allow councils to raise council tax by up to 1.99 percent in 2017/18 to fund local services without the need for a referendum, and also allows England's social care authorities to increase council tax by a further 3 percent in 2017/18, with income from the precept being used to spend on social care.

(ii) acknowledges that the additional council tax income will not significantly alleviate the pressure on social care now and in the long-term and the measures outlined in the Settlement fall well short of what is required to protect care services for elderly and vulnerable people.

(iii) is disappointed that the government has not given councils additional money to tackle the shortfall in social care funding, with social care now a national crises.

(iv) notes that the additional flexibility to vary the council tax precept over the remaining years of the Spending Review is not new money and does not address the £2.6 billion funding gap facing social care by the end of the decade. The estimated shortfall in the social care budget in Kirklees is £21 million over the next two financial years.

(v) notes that the announcement of additional funding for social care from the New Homes Bonus is not new money, and is instead a redistribution of funding already promised to councils.

(vi) supports the Local Government Association's argument that increasing the council tax precept 'raises different amounts of money for social care in different parts of the country unrelated to need and will add an extra financial burden on already struggling households.'

(vii) is concerned that by bringing forward council tax raising powers in the provisional Local Government Finance Settlement, the government has simply shifted the burden of tackling a national crisis on to councils and their residents. This will increase the tax burden on Kirklees residents by approximately £9 million over two years.

(viii) calls for an urgent national review of social care, with involvement from local government leaders and policy makers.

(i) calls for the government to acknowledge the wide range of charities and care providers calling for an urgent injection of genuinely new additional government funding to protect services caring for the elderly and vulnerable people, which include the cross-party Local Government Association, NHS Clinical Commissioners, The King's Fund, NHS Confederation, NHS providers, the Association of Directors of Adult Social Care Services, Age UK and the Care and Support Alliance.

(ii) calls for Kirklees Council Leader and Chief Executive to write to our local MPs, conveying our deep concern that vulnerable people, who need care and support, are not going to get any new funding from central government, and to ask our MPs to challenge the Government over this issue.'

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**18: Establishment of Regional Issues Working Party**

149 -  
152

To consider the establishment of the Regional Issues Working Party

Contact: Richard Farnhill, Governance Manager

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**19: Principles for Health Services in Kirklees**

153 -  
156

To consider the report.

Contact: Richard Parry, Director for Commissioning, Public Health and Adult Social Care

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By Order of the Council



Chief Executive

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Contact Officer: Andrea Woodside

## **COUNCIL**

### **KIRKLEES COUNCIL**

**At the Meeting of the Council of the Borough of Kirklees held at  
Council Chamber - Town Hall, Huddersfield on Wednesday 14 December 2016**

## **PRESENT**

**The Mayor (Councillor Jim Dodds) in the Chair**

## **COUNCILLORS**

Councillor Masood Ahmed	Councillor Mahmood Akhtar
Councillor Karen Allison	Councillor Bill Armer
Councillor Donna Bellamy	Councillor Martyn Bolt
Councillor Cahal Burke	Councillor Jean Calvert
Councillor Andrew Cooper	Councillor Nosheen Dad
Councillor Eric Firth	Councillor Donald Firth
Councillor Michelle Grainger-Mead	Councillor Charles Greaves
Councillor David Hall	Councillor Steve Hall
Councillor Lisa Holmes	Councillor Erin Hill
Councillor Edgar Holroyd-Doveton	Councillor Judith Hughes
Councillor Mumtaz Hussain	Councillor Christine Iredale
Councillor Paul Kane	Councillor Viv Kendrick
Councillor Musarrat Khan	Councillor John Lawson
Councillor Vivien Lees-Hamilton	Councillor Robert Light
Councillor Gwen Lowe	Councillor Terry Lyons
Councillor Andrew Marchington	Councillor Naheed Mather
Councillor Peter McBride	Councillor Darren O'Donovan
Councillor Marielle O'Neill	Councillor Shabir Pandor
Councillor Nigel Patrick	Councillor Carole Pattison
Councillor Amanda Pinnock	Councillor Andrew Pinnock
Councillor Kath Pinnock	Councillor Hilary Richards
Councillor Mohammad Sarwar	Councillor Cathy Scott
Councillor David Sheard	Councillor Elizabeth Smaje
Councillor Mohan Sokhal	Councillor Julie Stewart-Turner
Councillor Amanda Stubley	Councillor John Taylor
Councillor Kath Taylor	Councillor Graham Turner
Councillor Nicola Turner	Councillor Sheikh Ullah
Councillor Michael Watson	Councillor Gemma Wilson
Councillor Linda Wilkinson	Councillor Fazila Fadia
Councillor Gulfam Asif	Councillor Richard Eastwood
Councillor James Homewood	Councillor Manisha Roma Kaushik
Councillor Bernard McGuin	Councillor Mussarat Pervaiz
Councillor Richard Smith	Councillor Rob Walker

**76 Announcements by the Mayor and Chief Executive**

The Chief Executive provided confirmation, in advance of the receipt of deputations, that no decision was to be made at the meeting in regards to the Sustainability and Transformation Plan.

**77 Apologies for absence**

Apologies for absence were received on behalf of Councillors Sims and Palfreeman.

**78 Minutes of Previous Meeting**

**RESOLVED** - That the minutes of the previous meeting, held on 9 November 2016 be approved as a correct record.

**79 Declaration of Interests**

No interests were declared.

**80 Order of Business - Council Procedure Rule 15(3)**

It was moved by Councillor D Hall, and seconded by Councillor Bolt, that Agenda Item 19 (Motion submitted in accordance with Council Procedure Rule 14 as to Bus Gates) be considered after the receipt of Deputations and Petitions (Agenda Item 6).

The Motion on being put to the meeting was CARRIED.

**81 Petitions**

No petitions were received.

**82 Deputations/Petitions**

Council received deputations from (i) Mike Forster and John Garside in regards to the 'Save HRI' Campaign, and (ii) Alisa Devlin and Mark Riley in regards to town centre trade and the impact of the bus gates upon local businesses.

**83 Motion submitted in accordance with Council Procedure Rule 14 as to Bus Gates**

It was moved by Councillor Smith, and seconded by Councillor Marchington that;

'This Council;

- a) Confirms its support for town and village economies throughout Kirklees
- b) Acknowledges that its Economic Strategy 2014 - 2020 promised that it would play an enabling role with partners, including the private sector, and specifically pledged itself to economic revitalisation in Huddersfield by making it easier for businesses to succeed
- c) Notes that, as part of its six Headline Initiatives it pledged to revitalise Huddersfield Town Centre and also create Quality Places by encouraging neighbourhood level economic development
- d) Further acknowledges that the rise of internet shopping and the success of out of town shopping centres have increased the pressure on local independent traders
- e) Is concerned that, unless it supports the retention of businesses in Kirklees, the potential benefit of retaining business rates will be lost to residents
- f) Is further concerned that some businesses have made the decision to re-locate from Huddersfield town centre citing 'Bus Gates' as the reason

This Council therefore Resolves:

- a) To confirm its support for all town and village economies in the Borough, its pledge to revitalise Huddersfield Town Centre and create Quality Places in local neighbourhoods throughout Kirklees
- b) To indicate its support for the traders in Huddersfield by
  - a. asking Cabinet to consider immediately suspending the 'Bus Gate' project whilst the All Party Panel referred to in
  - b. has met and concluded its work, and
  - c. creating an All Party Panel to review the original introduction, objectives and future effect of the project in the manner resolved at 3 below.

The Panel will

- a) be constituted on a 1:1:1:1 basis
- b) be chaired by a member of an opposition Group
- c) to ensure its independence, will not contain any Member of the Cabinet or Members of the Huddersfield District Committee
- d) produce recommendations to Cabinet for consideration after initial consideration of full Council at its meeting in April 2017 and
- e) the appointment of Chair and membership of the Panel will be delegated to a joint meeting of Group Leaders'.

Whereupon it was moved by Councillor McBride, and seconded by Councillor Scott, by way of AMENDMENT that;

'This Council;

- a) Confirms its support for town and village economies throughout Kirklees
- b) Acknowledges that its Economic Strategy 2014 - 2020 promised that it would play an enabling role with partners, including the private sector, and specifically pledged itself to economic revitalisation in Huddersfield by making it easier for businesses to succeed

- c) Notes that, as part of its six Headline Initiatives it pledged to revitalise Huddersfield Town Centre and also create Quality Places by encouraging neighbourhood level economic development
- d) Further acknowledges that the rise of internet shopping and the success of out of town shopping centres have increased the pressure on local independent traders
- e) Is concerned that, unless it supports the retention of businesses in Kirklees, the potential benefit of retaining business rates will be lost to residents
- f) Is further concerned that some businesses have made the decision to re-locate from Huddersfield town centre citing 'Bus Gates' as the reason

This Council therefore Resolves:

To consider the challenges to town centres of internet shopping, out of town shopping centres and the specific opportunities which Kingsgate 2 and HD1 and town centre living can afford to Huddersfield.

To achieve this objective form an all-party group to work with the Cabinet Member for Economy, Skills, Transportation and Planning to explore all facets of town centre development in Huddersfield.'

The AMENDMENT, on being put to the vote, was CARRIED, and therefore became the Substantive Motion.

The SUBSTANTIAVE MOTION, on being put to the vote, was CARRIED and it was;

**RESOLVED** - 'That this Council;

- a) Confirms its support for town and village economies throughout Kirklees
- b) Acknowledges that its Economic Strategy 2014 - 2020 promised that it would play an enabling role with partners, including the private sector, and specifically pledged itself to economic revitalisation in Huddersfield by making it easier for businesses to succeed
- c) Notes that, as part of its six Headline Initiatives it pledged to revitalise Huddersfield Town Centre and also create Quality Places by encouraging neighbourhood level economic development
- d) Further acknowledges that the rise of internet shopping and the success of out of town shopping centres have increased the pressure on local independent traders
- e) Is concerned that, unless it supports the retention of businesses in Kirklees, the potential benefit of retaining business rates will be lost to residents
- f) Is further concerned that some businesses have made the decision to re-locate from Huddersfield town centre citing 'Bus Gates' as the reason

This Council will therefore;

- i) consider the challenges to town centres of internet shopping, out of town shopping centres and the specific opportunities which Kingsgate 2 and HD1 and town centre living can afford to Huddersfield.
- ii) achieve this objective by forming an all-party group to work with the Cabinet Member for Economy, Skills, Transportation and Planning to explore all facets of town centre development in Huddersfield.'

**84 Order of Business - Council Procedure Rule 16**

Council considered the suspension of Council Procedure Rules to allow time for the consideration of business.

**RESOLVED** - That Council Procedure Rule 16 (2) be suspended in order to enable Agenda Items 11, 12 and 16A(i) only be considered.

(Under provisions of Council Procedure Rule 24 (5), Councillor Bolt requested that his vote against this decision be recorded).

**85 Interim Affordable Housing Policy (Reference from Cabinet)**

It was moved by Councillor McBride, seconded by Councillor Mather and

**RESOLVED** - That the Interim Affordable Housing Policy be approved.

**86 Appointment of Chief Executive and Head of Paid Service on an Acting Up Basis (Reference from Personnel Committee)**

It was moved by Councillor Sheard, seconded by Councillor D Hall and

**RESOLVED** - That the appointment of Jacqui Gedman as Acting Chief Executive and Head of Paid Service, to include the roles of Electoral Registration Officer and Returning Officer be approved.

**87 Holding the Executive to Account**

Council received a Portfolio Update from Councillor Erin Hill (Family Support and Child Protection Portfolio) in regards to the post Ofsted Inspection next steps.

**88 Questions by Members of the Public**

Item not considered (due to time constraints)

**89 West Yorkshire Combined Authority**

Item not considered (due to time constraints).

**90 Treasury Management Half Yearly Monitoring (Reference from Cabinet)**

Item not considered (due to time constraints).

**91        Revisions to Local Flood Risk Management Strategy (Reference from Cabinet)**

Item not considered (due to time constraints).

**92        Written Questions to the Leader and Cabinet Members**

Item not considered (due to time constraints).

**93        Written Questions to Chairs of Committees/Sub-Committees/Panels and Spokespersons of Joint Committees/External Bodies**

Item not considered (due to time constraints).

**94        Minutes of Cabinet and Cabinet Committee - Local Issues**

Item not considered (due to time constraints).

**95        Minutes of Other Committees**

Item not considered (due to time constraints).

**96        Oral Questions to Committee Chairs and Nominated Spokespersons of Joint Committees/External Bodies**

Item not considered (due to time constraints).

<b>KIRKLEES COUNCIL</b>				
<b>COUNCIL/CABINET/COMMITTEE MEETINGS ETC</b>				
<b>DECLARATION OF INTERESTS</b>				
Council				
Name of Councillor				
Item in which you have an interest	Type of interest (eg a disclosable pecuniary interest or an "Other Interest")	Does the nature of the interest require you to withdraw from the meeting while the item in which you have an interest is under consideration? [Y/N]	Brief description of your interest	

Signed: ..... Dated: .....

## NOTES

### Disclosable Pecuniary Interests

If you have any of the following pecuniary interests, they are your disclosable pecuniary interests under the new national rules. Any reference to spouse or civil partner includes any person with whom you are living as husband or wife, or as if they were your civil partner.

Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner, undertakes.

Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses.

Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority -

- under which goods or services are to be provided or works are to be executed; and
- which has not been fully discharged.

Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.

Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.

Any tenancy where (to your knowledge) - the landlord is your council or authority; and the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.

Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -

- (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and  
(b) either -

the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or  
if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.



**MINUTES OF THE MEETING OF THE  
WEST YORKSHIRE COMBINED AUTHORITY  
HELD ON THURSDAY 29 SEPTEMBER 2016 AT WELLINGTON HOUSE, LEEDS**

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<b>Present:</b>	Cllr Peter Box (Chair)	-	Wakefield MDC
	Cllr Tim Swift (Vice Chair)	-	Calderdale MBC
	Cllr Susan Hinchcliffe	-	City of Bradford MDC
	Cllr David Sheard	-	Kirklees Council
	Cllr Judith Blake	-	Leeds City Council
	Cllr Stewart Golton	-	Liberal Democrat Representative (Leeds City Council)
	Cllr Keith Aspden	-	City of York Council
	Roger Marsh	-	Leeds City Region LEP
<b>In attendance:</b>	Ben Still	-	WYCA
	Caroline Allen	-	WYCA
	Angie Shearon	-	WYCA

**41. Apologies for Absence**

Apologies for absence were received from Councillors Andrew Carter, Simon Cooke and Jeanette Sunderland.

**42. Declarations of Disclosable Pecuniary Interests**

There were no pecuniary interests declared by members at the meeting.

**43. Minutes of the Meeting held on 28 July 2016**

**Resolved:** That the minutes of the meeting of the WYCA held on 28 July 2016 be approved and signed by the Chair.

**44. Project and Spending Approvals**

The Authority considered a report of the Director of Resources seeking the progression of, and approval of funding for, schemes from the West Yorkshire plus Transport Fund and the Local Growth Fund.

The report provided details of the projects considered by the Investment Committee on 7 September which were recommended to WYCA for progression and approval of funding. The report mapped each of the projects across to the new Project Management Office (PMO) process.

**Resolved:** That progression of, and funding for, schemes from the West Yorkshire plus Transport Fund and Local Growth Fund be approved as follows, with a decision on the final details on terms and conditions of the individual approvals to be delegated to the Managing Director:

- (i) £400k to develop the Leeds Station (Yorkshire Hub) Development - Reference Case Masterplan project.
- (ii) £130k to progress Mirfield to Dewsbury to Leeds (A653) corridor.
- (iii) £500k for feasibility works on East Leeds Parkway at Thorpe Park.
- (iv) £160k for Halifax Station Gateway.
- (v) £1.1m grant investment for Wakefield Civic Quarter site acquisition.
- (vi) £4.8m grant for the One City Park in Bradford.
- (vii) New Bolton Woods – part of the Bradford-Shipley Road Corridor, progressing from outline to full business case.
- (viii) In principle support to a £33.4m grant and £8.8m loan for Leeds City College.
- (ix) £1.0112m grant for Tackling Fuel Poverty Programme Phase 2.
- (x) A loan of £1m to LL309.

#### **45. WYCA Medium Term Financial Strategy**

The Authority considered a report of the Director of Resources regarding the budget process for 2017/18, the development of the medium term financial strategy and additions to the agreed budget following the award of further funding to the region.

It was reported that work was ongoing to produce a detailed budget for 2017/18 aligned with the priorities identified through the Strategic Economic Plan (SEP). The budget would need to be approved at the February meeting of the WYCA.

Members noted that work was underway to update the medium term financial strategy to ensure that funding available may be used to best effect in delivering its priorities for economic growth. It was acknowledged that there were significant challenges to address with increasing workloads for the Authority to support the growing agenda of activity including devolution and Transport for the North at a time

of pressure on local government funding. Early discussions with District Councils had also identified a requirement for WYCA to look at options for cutting services in order to reduce the transport levy. WYCA would be looking at the resources available and streamlining those resources and sharing costs where possible. Work was also required on the West Yorkshire plus Transport Fund to identify the extent of local funding required to support borrowing and to understand the growth of new business in the Enterprise Zone and the timing of how this translated to business rates income.

It was proposed that a further report be prepared for the Authority meeting of 1 December outlining the proposed budget for 2017/18 and addressing the issues set out above.

**Resolved:**

- (i) That WYCA note the process for the 2017/18 budget as set out in the submitted report.
- (ii) That WYCA note the work to date on the Medium Term Financial Strategy.
- (iii) That WYCA approve further budgets of £150k for the Enterprise Adviser Continuation Phase 1 and £192k for Strategic Heat Networks, funded as set out in the submitted report.

**46. Implications of the vote to leave the European Union**

The Authority considered a report of the Director of Policy, Strategy and Communications providing members with further information on the implications of the UK's vote to leave the European Union (EU).

In July, WYCA and the LEP approved a high-level joint Plan to provide a calm and measured approach to the decision to exit the EU in order to underpin investor and consumer confidence. The Plan covered short, medium and long-term issues which were considered to be best addressed at the city region level with close liaison with local partners such as universities, councils and business groups.

Members acknowledged that the UK's exit from Europe would present opportunities as well as some difficulties and discussed developments with Brexit over the summer, making the following observations:

- There had been very little further information from Government about the timing of Britain's exit from the EU, or what the outcome might mean for free trade and the movement of people.
- There had been no announcements of large scale job losses, although intelligence suggested that some contracts for overseas workers to come and work in the UK may have been withdrawn due to uncertainty in the job

market. It was acknowledged that there were particular skills shortages in the UK which needed to be addressed, for instance in the health sector.

- There had been a relatively calm economic reaction with no immediate recession, although it was projected that long-term growth would be lower than had the UK remained a member of the EU. It was acknowledged, however that there may be economic turbulence once Article 50 was triggered.
- Communities, local councils and employers continued to recognise the valuable contributions made to the city region by people of all nationalities and, although reports of hostility resulting from tensions had been limited, such crimes continued to be addressed swiftly.

### European Funding

Members discussed the importance of securing the repatriation of European funding locally and felt that it was imperative that, once discussions commenced with government on the redistribution of funding, WYCA had a seat at the table.

Members were pleased to note that in August, HM Treasury had provided an assurance that all European Structural and Investment Fund (ESIF) projects under contract ahead of the Autumn Statement would be fully funded even if those projects were to continue beyond the UK's departure from the EU

In July 2015, WYCA had agreed to be the Urban Authority (UA) and take on intermediate Body (IB) status to be able to receive delegated authority from government for a Sustainable Urban Development (SUD) Strategy. Members noted that there had been renewed impetus from the Department for Communities and Local Government (DCLG) for SUD strategies to be agreed by the end of September 2016 and for IB status with the UA to be in place by early December largely because SUD was an EU regulatory obligation and therefore potentially more secure than ESIF funding.

Members discussed the response of city region partners in response to Brexit and felt it would be useful to convene a meeting involving representatives of the business community, health sector and universities and colleges to understand their interests and concerns.

Members noted that the short-term responses set out in the Plan had been completed and the medium-term actions were being developed, including helping growth sectors exploit new international opportunities and for exports to exploit the weak pound.

**Resolved:**

- (i) That the latest update of the joint CA/LEP plan to respond to the vote to leave the EU be noted.
- (ii) That authority be delegated to WYCA's Managing Director to finalise and agree, in conjunction with the Head of Legal and Democratic Services, the Legal Agreement with the Department for Communities and Local Government for Intermediate Body status, and commence operations as required.
- (iii) That a joint meeting be arranged with city region partners, including representative of the business community, health sector and universities and colleges to discuss their respective interests and concerns regarding the implications of leaving Europe.

**47. Devolution**

The Authority considered a report of the Director of Policy, Strategy and Communications on progress to secure the devolution of further powers and budgets away from Whitehall and Westminster to Leeds City Region (LCR), building on the first stage deal secured in 2015.

Members discussed progress made to date in securing a devolution deal and also the impact of recent events on progress, including the changes to the Government ministerial line up following the EU referendum. It was recognised that, in the absence of a clear steer on national policy over the summer, eg on the Northern Powerhouse and English Devolution, there had been some press speculation about a potential shift in Government policy on the requirement for directly elected Mayors in return for devolution.

Members welcomed the Prime Minister's confirmation of her Government's support for the Northern Powerhouse which the Leeds City Region wished to be a part of and help to shape.

Members re-affirmed their commitment to secure a devolution deal for the City Region and proposed, ahead of the Autumn Statement on 23 November 2016, to seek to progress discussions with officials and Ministers on the terms of a devolution deal, including seeking clarity on the following:

- that the ambition of WYCA and Leeds City Region Enterprise Partnership be matched by Government's commitment to devolve substantive powers and funding to local areas;
- the Government's position regarding the geographic area for devolution to the City Region; and

- the most appropriate model of Governance required in order to provide local accountability for powers and funding devolved from Whitehall and Westminster.

**Resolved:**

- (i) That the progress made to secure a devolution deal and the impact of recent events, including the changes to the Government ministerial line up following the EU referendum, be noted.
- (ii) That, ahead of the Autumn statement, WYCA should seek to progress discussions with officials and Ministers on the terms of any devolution deal.

**48. One Organisation Programme**

The Authority considered a report of WYCA's Managing Director providing an update on the One Organisation programme (the change programme for the WYCA officer body) and seeking approval to two director appointments.

The report provided a six monthly update on the One Organisation change programme and a detailed update on priority projects as set out in paragraph 2.4. Members discussed progress with the One Organisation programme and particularly welcomed the increased focus on delivery.

It was reported that, following a recruitment and selection exercise, the following appointments were recommend to WYCA for approval:

- Dave Pearson - Director of Transport Services
- Melanie Corcoran – Director of Delivery

It was further report that Sue Cooke had been appointed to the post of Executive Head of Economic Services and that external recruitment was underway for the post of Head of Communications.

**Resolved:**

- (i) That the progress made so far with the One Organisation Programme be noted.
- (ii) That the appointment of Dave Pearson to the post of Director of Transport Services with effect from 1 October 2016 and the appointment of Melanie Corcoran to the post of Director of Delivery, with a start date to be delegated to the Managing Director, be approved.
- (iii) That the appointment of the Executive Head of Economic Services be noted.

- (iv) That it be noted that external recruitment to the post of Head of Communications had commenced.

**49. WYCA Appointments to Overview & Scrutiny Committee**

The Authority considered a report of the Director of Resources seeking approval to a change in nomination by the City of York Council to the Overview & Scrutiny Committee

On 20 September, the City of York Council notified WYCA's Monitoring Officer of their wish to replace Councillor Helen Douglas with Councillor Jenny Brooks.

**Resolved:** That the Authority note the City of York Council's revised nomination to the Overview & Scrutiny Committee and co-opt Councillor Jenny Brooks onto the committee in place of Councillor Helen Douglas.

**50. WYCA Overview & Scrutiny Flood Response**

The Authority considered a report of the Director of Policy, Strategy and Communications seeking endorsement to the recommendations of WYCA's Overview & Scrutiny Committee regarding their investigation into the 2015 Boxing Day Floods.

Members discussed the progress made both nationally and regionally in response to the 2015 Boxing Day Flood events and the impact on businesses, residential properties, critical infrastructure and jobs. The economic and social impacts of the floods had been significant running into several hundred millions. Actual costs would need to be fully calculated in order to build a case for future investment and identify funding gaps for investment in flood defences and green infrastructure whilst taking account of whole catchment areas. Concern was expressed that some areas remained very exposed to the risk of flooding. Members considered the potential to make better use of infrastructure in readiness for future winters; for example, exploring how reservoirs could help mitigate the risk of flooding together with other Green Infrastructure measures such as land management in upper river catchments.

Members were keen to ensure that, despite a change in government Minister, the events of the Boxing Day floods on the Leeds City Region were not forgotten. A letter had been sent to the Rt Hon Andrea Leadson MP, Secretary of State for DEFRA, and responsible minister for planning and responding to flood risk and flood events, inviting her to visit the Leeds City Region and her response was awaited. Members considered that it was important that the Government funding commitments, made following the Boxing Day floods, to support flood alleviation and mitigation measures in the Leeds City Region continue to be honoured.

It was reported that, against the national and regional context, WYCA's Overview & Scrutiny Committee had, along with senior representatives from Yorkshire Water

and the Environment Agency, considered the broad range of issues relating to the Boxing Day Flood events. Arising out of their discussions, the Committee had formulated a list of recommendations which were set out in the Addendum to the report.

Members considered the recommendations of the Committee which, it was suggested, could be incorporated into the LCR Flood Review, commissioned by WYCA earlier in the year, and which was now nearing completion. The outcome of the LCR Flood Review would be reported to WYCA at their meeting on 1 December.

**Resolved:**

- (i) That the Overview and Scrutiny Committee's recommendations in response to the 2015 Boxing Day Flood events, as set out in the Addendum to the submitted report, be endorsed.
- (ii) That the recommendations of the Overview & Scrutiny Committee, and proposed associated actions, be considered within the LCR Flood Review.
- (iii) That WYCA considers with Yorkshire Water the potential contribution that upland land management and their reservoirs could make to reducing future flood risk in winter.

**51. Response to consultation on 100% Business Rates Retention**

The Authority considered a report of the Director of Policy, Strategy and Communications advising of the joint WYCA and Local Enterprise Partnership (LEP) submission to the Government consultation on 100% business rates retention.

The report provided information on the joint WYCA and LEP response to the Department for Communities and Local Government's (DCLG) consultation on retained business rates which had been developed over the summer and submitted by the deadline of 26 September. A copy of the response was attached to the submitted report.

Whilst the retention of business rates was welcomed, members were keen to ensure it was accompanied by a fair funding mechanism and national redistribution to match local need. Members expressed concern that there had been no detail of how the process would be implemented at a local level and how local councils would be able to manage the further responsibilities arising from it.

**Resolved:** That the joint WYCA/LEP response to the Government's consultation be noted.

## **52. Governance Update**

The Authority considered a report of the Head of Legal & Democratic Services providing an update on the progress of an Order anticipated to affect WYCA governance arrangements in relation to overview and scrutiny, audit committee and access to information arrangements.

The Cities and Local Government and Devolution Act 2016 placed the overview and scrutiny arrangements, and audit committee arrangements of combined authorities on a statutory footing. For WYCA, the impact had principally been on the membership of the governance and audit committee, which may no longer include co-opted members. The Secretary of State had now indicated that a further Order may affect current arrangements further. Paragraph 2.4 of the submitted report set out the principles which the Department for Communities and Local Government (DCLG) have indicated will underpin any Order.

In terms of the impact on WYCA, it was noted that none of the proposals conflicted with current WYCA practices and arrangements, with the exception of the requirement to appoint an independent person to an audit committee.

The DCLG have not confirmed when any Order will be made, but it was understood that they were aiming to have it in place by spring 2017.

**Resolved:** That the approach of the Secretary of State in relation to the draft Order, as set out in the submitted report, be noted.

## **53. City of York Council Local Plan Consultation**

The Authority considered a report of the Director of Policy, Strategy and Communications providing information of WYCA's response in support of the City of York Council's Local Plan under WYCA's Duty to Co-operate role.

The City of York Council had consulted WYCA in July 2016 on their Local Plan which had outlined the proposed housing and employment growth requirements for York and proposed preferred strategic site allocations to deliver that growth. The Plan set out a target for 841 net additional homes per annum and an employment land supply requirement of 33.3 hectares which supported the City Region's Strategic Economic Plan (SEP) aspirations to increase housing delivery and create additional jobs. The draft Plan also identified a series of 'Green Wedges' across York which would make an important contribution to the Green Infrastructure network across the City Region and support delivery of Priority 4 (Clean Energy and Environmental Resilience) of the SEP.

Members noted that the response which had been submitted by WYCA in accordance with the City of York Council's deadline and which was appended to the submitted report, had confirmed that York's 'Preferred Sites' consultation was

aligned with the SEP and provided support for the SEP's Spatial Priority Area at York Central and other major growth areas.

**Resolved:**

- (i) That the response to the City of York Local Plan consultation as set out in Appendix 1 of the submitted report be supported.

**54. Draft minutes of the meeting of the Overview & Scrutiny Committee held on 13 July 2016**

**Resolved:** That the draft minutes of the meeting of the Overview & Scrutiny Committee held on 13 July 2016 be noted.

**55. Draft Minutes of the meeting of the Governance & Audit Committee held on 28 July 2016**

**Resolved:** That the draft minutes of the meeting of the Governance & Audit Committee held on 28 July 2016 be noted.

**56. Draft Minutes of the meeting of the West Yorkshire & York Investment Committee held on 7 September 2016**

**Resolved:** That the draft minutes of the meeting of the West Yorkshire & York Investment Committee held on 28 July 2016 be noted.



**Name and date of meeting:** Cabinet  
15 November 2016

Corporate Governance and Audit  
Committee  
18 November 2016

Council  
18 January 2017

**Title of report:** Half yearly monitoring report on  
Treasury Management activities 2016/17

<b>Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?</b>	<b>No</b>
<b>Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a></b>	<b>Key Decision: Yes</b> <b>Private Report/Private Appendix: N/A</b>
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	<b>No</b>
<b>Date signed off by Director</b>	Debbie Hogg – 24 October 2016
<b>Is it also signed off by the Director of Resources?</b>	As above
<b>Is it also signed off by the Assistant Director (Legal Governance and Monitoring)?</b>	Julie Muscroft – 25 October 2016
<b>Cabinet member <a href="#">portfolio</a></b>	<b>Resources</b>

**Electoral wards affected:** N/A  
**Ward councillors consulted:** N/A  
**Public or Private:** Public

## 1 Purpose of report

The Council has adopted the CIPFA Code of Practice on Treasury Management. It is a requirement of the Code that regular reports be submitted to Members detailing treasury management operational activity. This report is the mid-year for 2016/17 covering the period 1 April to 30 September.

## **2 Summary**

- 2.1 The report gives assurance that the Council's treasury management function is being managed on a prudent and pro-active basis. External investments averaged £44.8 million during the period at an average rate of 0.46%. Balances were invested in line with the approved strategy, where possible, in instant access accounts or short-term deposits. External borrowing has fallen to £414.7 million but is expected to rise by up to £30 million short term borrowing by the end of the year. The treasury management revenue budget is expected to underspend by £1.8 million in 2016/17. Performance is in line with the treasury management prudential indicators set for the year, but there was one material risk and compliance issue to report, when a Barclays' system failure prevented the Council from transmitting funds to other counterparty deposit accounts back in April.

## **3 Information required to take a decision**

- 3.1 The treasury management strategy for 2016/17 was approved by Council on 17 February 2016. The over-riding policy continues to be one of ensuring the security of the Council's balances. The Council aims to invest externally balances of around £30 million, largely for the purpose of managing day-to-day cash flow requirements, with any remaining balances invested "internally", offsetting borrowing requirements. The investment strategy is designed to minimise risk, investments being made primarily in instant access accounts or short-term deposits, with the major British owned banks and building societies, or Money Market Funds. Diversification amongst counterparties is key. It was forecast that the Council could have an external borrowing requirement of up to £30 million.

### Economic Context and Interest Rates

- 3.2 After a period of relative strong growth and stability, the outlook for the UK economy changed significantly on 23 June 2016 following the Brexit vote. The repercussions of the plunge in sentiment on economic growth were judged to be severe by the Bank of England, prompting substantial monetary policy easing, including a cut in Bank Rate in August to 0.25%, further quantitative easing and cheap funding for banks to maintain the supply of credit to the economy. After the vote, interest rates plunged to new record lows – a 50 year maturity loan from the PWLB can now be obtained at around 2.1% compared to 3.0% in April.
- 3.3 The effect of Brexit is expected to dampen economic growth through the second half of 2016 and in 2017. Inflation is expected to pick up due to a rise in import prices, dampening real wage growth and real investment returns. Equity markets, however, appear to have shrugged off the result of the referendum despite an initial sharp drop. The Council's treasury management advisors forecast that the Base Rate is not likely to rise within the next three years and that there is a 40% chance of a cut down to zero percent.

### Investment Performance

- 3.4 The Council invested an average balance of £44.8 million externally during the period (£60.9 million in the first six months of 2015/16), generating £0.104 million in investment income. The reduction is largely

due to the Government flattening the payment profiles of Revenue Support Grant.

- 3.5 Balances were invested in instant access accounts or short term deposits. Appendix 1 shows where investments were held at the start of April, the end of June and September by counterparty, by sector and by country.
- 3.6 The Council's average investment rate for the period was 0.46%. This is higher than the average for 2015/16 of 0.45%. The Base Rate cut of 0.25% at the beginning of August is gradually being factored into investment rates offered and by the end of October, all rates are expected to be around 0.25% lower.

#### Borrowing Performance

- 3.7 In terms of borrowing, long-term loans at the end September totalled £405.3 million (£408.4 million 31 March 2016) and short-term loans £9.4 million (£16.0 million 31 March 2016). There has been no new external borrowing so far this year. The external borrowing requirement for the year is still expected to be around £30 million. Any borrowing undertaken is likely to be fairly short-term, mainly to take advantage of very low borrowing rates.
- 3.8 In June 2016, the Council received deed polls from Barclays Bank stating that it would not exercise its options to increase interest rates on £30 million of LOBO loans held by the Council. This effectively makes the loans fixed rate maturity loans. The interest rates on these loans range from 3.81% to 4.10%. This effectively brings the total of LOBO loans down to 76.6 million which represents 18.5% of total external borrowing.
- 3.9 Fixed rate loans account for around 81.5% of total long-term debt giving the Council stability in its interest costs. The maturity profile for fixed rate long-term loans is shown in Appendix 2 and shows that no more than 10% of fixed rate debt is due to be repaid in any one year. This is good practice as it reduces the Council's exposure to a substantial borrowing requirement in future years when interest rates might be at a relatively high level.
- 3.10 The Council has occasionally borrowed small amounts from the Money Market for periods between one and two months at an average rate of 0.32%.

#### Revenue Budget Monitoring

- 3.11 The treasury management budget for 2016/17 currently stands at £32.8 million. The latest budget monitoring shows an under-spend of £1.8 million. The under-spend is due to savings on principal and interest arising from capital slippage and interest rates remaining lower for longer than expected.

#### Prudential Indicators

- 3.12 The Council is able to undertake borrowing without central government approval under a code of practice called the Prudential Code. Under this Code, certain indicators have to be set at the beginning of the financial

year as part of the treasury management strategy. The purpose of the indicators is to contain the treasury function within certain limits, thereby reducing the risk or likelihood of an adverse movement in interest rates or borrowing decision impacting negatively on the Council's overall financial position. Other prudential indicators are reported as part of the monitoring of capital. Appendix 3 provides a schedule of the indicators set for treasury management and the latest position.

#### Risk and Compliance issues

- 3.13 On two occasions when the Council has received unexpected monies late in the day, officers have had no alternative but to put the monies into the Barclays Business Reserve Account overnight. This has led to a marginal breach of the investment limit on Barclays on each occasion. In addition at the end of April, a Barclays' software problem prevented the Council from transmitting funds to other counterparty deposit accounts. This caused the Council to have £11 million in excess of its own investment limit with Barclays over the weekend. The Council was compensated by Barclays for any loss of interest and the problem has not re-occurred.
- 3.14 In line with the investment strategy, the Council has not placed any direct investments with companies as defined by the Carbon Underground 200.

#### **4 Implications for the Council**

The underspending on the treasury management function has been taken into account in the consolidated budget monitoring reported to cabinet.

#### **5 Consultees and their opinions**

Arlingclose, treasury management advisors

#### **6 Next steps**

None

#### **7 Officer recommendations and reasons**

The report be received and noted by Council

#### **8 Contact officer**

Tim Mitchell Finance Manager 01484 221000

#### **Background Papers and History of Decisions**

CIPFA's Prudential Code for Capital Finance in Local Authorities.

CIPFA's Code of Practice on Treasury Management in the Public Services.

The treasury management strategy report for 2016/17 - Council 17 February 2016.

#### **9 Assistant Director responsible**

Debbie Hogg 01484 221000

# APPENDIX 1

Kirklees Council Investments 2016-17											
Counterparty		Credit Rating Sept 2016*	1 April 2016 (opening)			30 June 2016			30 September 2016		
			£m	Interest Rate	Type of Investment	£m	Interest Rate	Type of Investment	£m	Interest Rate	Type of Investment
<u>Specified Investments</u>											
Bank of Scotland	Bank	F1/A+							6.0	0.40%	Instant Access
Handelsbanken	Bank	F1+/AA	2.9	0.45%	Instant Access	2.4	0.45%	Instant Access			
Std Life (Ignis)	MMF**	AAAmmf	7.5	0.49%	MMF-Instant Acc	7.5	0.53%	MMF-Instant Acc	7.5	0.37%	MMF-Instant Acc
Aviva	MMF**	Aaa-mf	7.3	0.48%	MMF-Instant Acc	6.2	0.44%	MMF-Instant Acc	8.6	0.31%	MMF-Instant Acc
Aviva - Govt	MMF**	Aaa-mf				6.3	0.37%	MMF-Instant Acc	1.5	0.17%	MMF-Instant Acc
Deutsche	MMF**	AAAmmf	6.7	0.46%	MMF-Instant Acc	8.1	0.46%	MMF-Instant Acc	6.2	0.32%	MMF-Instant Acc
Goldman Sachs	MMF**	AAAmmf	6.0	0.44%	MMF-Instant Acc	8.1	0.46%	MMF-Instant Acc	7.7	0.30%	MMF-Instant Acc
Santander UK	Bank	F1/A	5.0	0.65%	31 day notice	5.0	0.65%	31 day notice	3.0	0.40%	31 day notice
<u>Non-specified investments</u>											
Barclays***	Bank	F1/A	2.9	0.10%+0.40%	Instant Access	2.9	0.10%+0.40%	Instant Access	2.9	0.10%+0.40%	Instant Access
			38.3			46.5			43.4		
<u>Sector analysis</u>											
Bank			10.8	28%		10.3	22%		11.9	27%	
Building Society											
MMF**			27.5	72%		36.2	78%		31.5	73%	
Local Authorities/Cent Govt											
			38.3	100%		46.5	100%		43.4	100%	
<u>Country analysis</u>											
UK			7.9	21%		7.9	17%		11.9	27%	
Sweden			2.9	7%		2.4	5%				
MMF**			27.5	72%		36.2	78%		31.5	73%	
			38.7	100%		46.5	100%		43.4	100%	

\*Fitch short/long term ratings, except Aviva MMF (Moody rating). See next page for key. The use of Fitch ratings is illustrative – the Council assesses counterparty suitability using all 3 credit rating agencies, where applicable, and other information on credit quality.

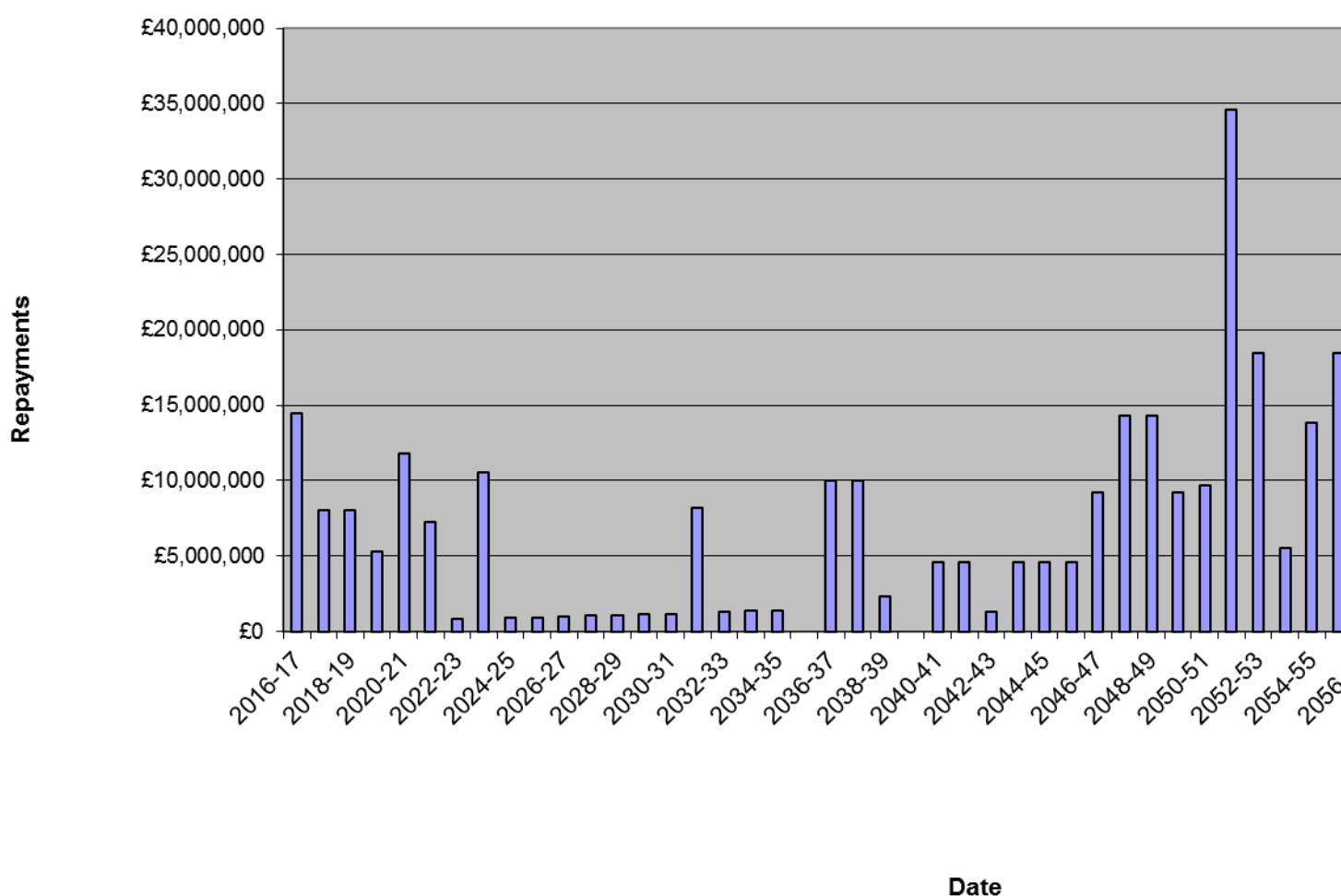
\*\*MMF – Money Market Fund. These funds are domiciled in Ireland for tax reasons, but the funds are made up of numerous diverse investments with highly rated banks and other institutions. The credit risk is therefore spread over numerous countries, including the UK. The exception to this is the Aviva Government Liquidity Fund which invests directly in UK government securities and in short-term deposits secured on those securities.

\*\*\*Barclays falls into non-specified investment category due to lower rating with S&P.

**Key – Fitch’s credit ratings:**

		<b>Long</b>	<b>Short</b>
Investment Grade	Extremely Strong	AAA	F1+
		AA+	
	Very Strong	AA	
		AA-	
	Strong	A+	F1
		A	
		A-	F2
	Adequate	BBB+	
		BBB	
		BBB-	F3
Speculative Grade	Speculative	BB+	B
		BB	
		BB-	
	Very Speculative	B+	
		B	
		B-	
	Vulnerable	CCC+	C
		CCC	
		CCC-	
		CC	
		C	
	Defaulting	D	D

## KMC Loan Maturity Profile (Fixed-Rate)

**APPENDIX 3****Treasury Management Prudential Indicators**Interest Rate Exposures

While fixed rate borrowing can contribute significantly to reducing the uncertainty surrounding future interest rate scenarios, the pursuit of optimum performance justifies retaining a degree of flexibility through the use of variable interest rates on at least part of the treasury management portfolio. The Prudential Code requires the setting of upper limits for both variable rate and fixed interest rate exposure:

	Limit Set 2016 - 17	Estd Actual 2016 - 17
Interest at fixed rates as a percentage of net interest payments	60% - 100%	87%
Interest at variable rates as a percentage of net interest payments	0% - 40%	13%

The interest payments were within the limits set.

Maturity Structure of Borrowing

This indicator is designed to prevent the Council having large concentrations of fixed rate debt needing to be replaced at times of uncertainty over interest rates.

Amount of projected borrowing that is fixed rate maturing in each period as a percentage of total projected borrowing that is fixed rate	Limit Set 2016 - 17	Estd Actual 2016 - 17
Under 12 months	0% - 20%	2% - 4%
12 months to 2 years	0% - 20%	2% - 3%
2 years to 5 years	0% - 60%	5% - 7%
5 years to 10 years	0% - 80%	4% - 6%
More than 10 years	20% - 100%	80% - 84%

The limits on the proportion of fixed rate debt were adhered to.

Total principal sums invested for periods longer than 364 days

The Council will not invest sums for periods longer than 364 days.



**Name of meeting:** Council  
**Date:** 18 January 2017

**Title of report:** Revision of the Local Flood Risk Management Strategy

Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes
Is it in the <a href="#">Council's Forward Plan</a> ?	Yes
Is it eligible for "call in" by <a href="#">Scrutiny</a> ?	Yes
<b>Date signed off by Director &amp; name</b>  Is it also signed off by the Assistant Director - Financial Management, Risk, IT & Performance?  Is it also signed off by the Assistant Director - Legal Governance & Monitoring?	Jacqui Gedman – 03.11.16  Debbie Hogg - 02.11.16  Julie Muscroft – 04.11.16
Cabinet member <a href="#">portfolio</a>	Cllr P McBride - Economy, Skills, Transportation and Planning

**Electoral [wards](#) affected:** All

**Ward councillors consulted:** None

**Public or private:** Public

## 1. Purpose of report

Update of the local flood risk management strategy, published in 2013, to reflect new evidence/information, particularly in relation to the flooding in December 2015.

The report was considered at the meeting of Cabinet on 15 November 2016. Cabinet supported the content of the report.

## 2. Key points

The Council's Local Flood Risk Management Strategy (LFRMS) has been reviewed following a resolution at Council on 23 March 2016 to:

(i) Ask Cabinet to review the 2013 Kirklees Flood Risk Management Strategy.

(ii) Consult public, private and statutory bodies regionally and nationally to produce a mitigation and resilience strategy.

*(iii) Submit the final document to Council for comment and to subsequently forward to Government and all agencies for their endorsement and inclusion on funding bids*

The LFRMS was published in February 2013 and has undergone annual reviews by the Council's Scrutiny process. The Strategy outlines the Council's duties under the Flood and Water Management Act 2010 and details a series of actions to deliver its duty to understand local flood risk and identify measures to manage the risk. Whilst the Strategy is still appropriate in its broad approach, its evidence base requires updating to reflect legislative changes around Sustainable Drainage Systems (SuDS), new knowledge from recent studies and the impact of recent flood events.

Responding to the Council resolution:

- (i) The revision includes:
  - A general update of dates/text/information throughout the report to make it relevant to the current time
  - Reference to the flood event in Mirfield in December 2015 (**pages 7, 19, and 53**)
  - The new role of the Council (as Lead Local Flood Authority) as a Statutory Consultee to Planning on Surface Water Drainage (**pages 9, 24, 28, 37, 44**)
  - A statement on progress in the first 3 years of the strategy on information collection, knowledge, understanding and recent/current flood management studies and initiatives (**page 53**)
  - Acknowledgement of comments made in the annual scrutiny review of progress against the action plan (**page 55**)
  - Strengthening of the action in the strategy to explore natural flood management opportunities (**page 47**)
  - Recommendations from the recent Leeds City Region Flood Review and Calderdale Flood Commission (following the December 2015 floods) (**page 31**)
- (ii) The Strategy outlines the general approach on the initiatives and tools the Council will use to manage local flood risk. A number of specific actions in the Strategy (Measures 1.6, 3.1, 5.1, 5.3, 7.2, 7.3 and 11.1) contribute to an ongoing mitigation and resilience programme, prioritising where best to direct the Council's resources. The programme is developed in partnership with the Environment Agency to maximise opportunities for funding through their Grant in Aid programme.
- (iii) The updated Strategy will be submitted to Council on 14 December. The evidence base in the Strategy is referenced in all funding bids, providing context and justification for the funding.

The updated Strategy will inform the programme of work for the Flood Management team to manage local flood risk in a prioritised and proportionate way.

### **3. Implications for the Council**

The Council has a legal duty to publish, implement and review a Local Flood Risk Management Strategy.

The Council will continue to implement the Strategy, within existing revenue and capital budgets, in line with the level of flood risk and external funding opportunity.

#### **4. Consultees and their opinions**

None consulted (minor updating of the Strategy to reflect legislative changes and improved evidence base for actions).

#### **5. Next steps**

To implement the strategy.

#### **6. Officer recommendations and reasons**

Councillors are asked to approve the Strategy to address the resolution made at Council on 23 March 2016.

#### **7. Cabinet portfolio holder recommendation**

Cllr McBride supports the approval of the Strategy to address the resolution made at Council on 23 March 2016.

#### **8. Contact officer and relevant papers**

Tom Ghee, Flood Management and Drainage Tel.  
01484 221000,  
email: [tom.ghee@kirklees.gov.uk](mailto:tom.ghee@kirklees.gov.uk)

Relevant papers:

Appendix 1 - Updated Local Flood Risk Management Strategy

#### **9. Assistant Director responsible**

Kim Brear, Assistant Director - Place  
Tel. 01484 221000,  
email: [kim.brear@kirklees.gov.uk](mailto:kim.brear@kirklees.gov.uk)

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2016

# Kirklees Local Flood Risk Management Strategy

A strategy which defines the Councils approach to the management of flood risk from local sources with proposals for measures and actions which will help to manage the risk

Kirklees Council

Kirklees Council

Nov 2016

Page 31

# Kirklees Local Flood Risk Management Strategy

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### Use of the Information in the Report

As Lead Local Flood Authority (LLFA), Kirklees Council has a duty to develop, maintain, apply and monitor a strategy for local flood risk management. The local strategy will complement and support the national strategy, published by the Environment Agency, which outlines a national framework for flood and coastal risk management, balancing the needs of communities, the economy and the environment. The LLFA must specify objectives to manage flood risk and suggest measures to achieve those objectives. The LLFA has a responsibility to consider the flood risk management functions that it may exercise to reduce risk.

In support of the aim of a general reduction of flood risk across the district, the Council will prioritise investigations and works identified in this Strategy to the best of its abilities, based on perceived and evidenced risk and within limited resources.

The indications of flood risk in the report are high level and based on incomplete information. A level of subjectivity has been used in assessing relative flood risk and the results will be used to prioritise future, more robust, investigations and assessments which will, hopefully, lead to reliable measures of risk. Consequently, it is not appropriate to apply the information and recommendations in this report at a local, property level.

1<sup>st</sup> edition of Kirklees LFRMS published February 2013

This edition published November 2016

Chapter summaries are  
highlighted in blue text boxes

Key information is highlighted in  
yellow text boxes



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## 1 Executive Summary

The risk of flooding in England is predicted to increase as a result of climate change and new development in areas at risk. It is not possible to prevent all flooding but there are actions that can be taken to manage these risks and reduce the impacts on communities. The Flood and Water Management Act (FWMA) 2010 required the Environment Agency to publish a **National Strategy for Flood and Coastal Erosion Risk Management** and Lead Local Flood Authorities a **Local Strategy for Flood and Coastal Erosion Risk Management**. Kirklees Council, as Lead Local Flood Authority for the district, has developed this Local Strategy in partnership with its two main Flood Risk Management partners, Yorkshire Water and the Environment Agency, reflecting the needs and priorities of the local community.

Nationally, flood management has been organised and managed disparately with indistinct responsibilities across a variety of organisations. There has been an historic failure to provide clear and co-ordinated management of flood risk and local communities have been let down by poor communication, unclear responsibilities and uncoordinated actions in the local management of flood risk.

The risk of flooding is increasing. Development pressures in urban centres and the prediction of more severe rainfall events as a result of climate change combine to increase the risk in existing communities and offer challenges in managing the risk in new developments. The district has avoided the devastating floods across the country in the last decade at Boscastle, Cornwall (2004), Carlisle (2005), Yorkshire (2007), Cumbria (2009), Calderdale and York (2012), Somerset levels (2014) and Cumbria, Lancashire and West Yorkshire (2015), although a number of mainly commercial properties flooded from the river Calder in Mirfield in December 2015. The predicted risk from future rainfall events is high. Out of 150 LLFAs in the country, excluding London Boroughs and County Councils, Kirklees ranks 7<sup>th</sup> in terms of overall flood risk behind cities such as Hull, Birmingham and Leeds. It is predicted that up to 27,000 properties in the district (15% of households) could be at risk from an extreme rainfall event creating flooding from all sources.

The recent legislation has made responsibilities clearer with the roles of the various organisations set out as follows:

### **The Environment Agency –**

- Managing flood risk from designated “main” rivers
- Regulating the safety of large reservoirs
- Developing the National Strategy for Flood and Coastal Erosion Risk

### **The Lead Local Flood Authority (Kirklees Council) –**

- Developing the Local Flood Risk Management Strategy (LFRMS)
- Managing the risk of flooding from surface water, groundwater and smaller watercourses

- Investigating significant flood incidents
- Maintaining a register of significant drainage assets
- Approving, adopting and maintaining Sustainable Drainage Systems (SuDS) on new development sites

### **The Water Company (Yorkshire Water) -**

- Effectually draining their area
- Maintaining a register of properties at risk from hydraulic sewer overload, carrying out improvements where resources allow

### **The Highway Authority (Kirklees Council) –**

- A duty to drain surface water from the public highway

The LLFA has the responsibility to co-ordinate the management of local flood risk and the Kirklees LFRMS provides the framework to ensure that the type and scale of local flooding is understood and explained, appropriate objectives have been set, measures to achieve the objectives have been determined and funding arrangements, including value for money for the measures, has been considered.

Historically, the Council has provided only a limited, reactive response to local flood risk management resulting in incomplete records of drainage infrastructure and previous flood incidents, a poor understanding of flood mechanisms and little strategic planning to manage future flood risk. The Kirklees LFRMS will define the Councils approach to managing flood risk in both the short and longer term.

The **Objectives** of the Kirklees LFRMS include statutory requirements from legislation, complementary objectives from other relevant plans and preferences expressed by local communities. The objectives include:

- Improving the level of understanding of local flood risk
- Ensuring that local communities understand their responsibilities
- Actively managing flood risk from new developments
- Balancing economic, environmental and social benefits in managing local flood risk
- Improving the capacity of existing drainage systems through targeted maintenance
- Encouraging responsible maintenance of privately-owned drainage assets
- Identifying affordable improvement programmes, maximising external funding contributions
- Aligning local flood risk management knowledge with the Councils emergency planning procedures

The **Measures** identified in the Kirklees LFRMS provide a long term programme of works and initiatives, such as planning controls, community engagement and improvement and maintenance work, which will be prioritised and programmed to deliver affordable reductions in local flood risk.

32 measures have been developed to address the objectives identified in the strategy. The measures are varied in nature, ranging from simple data recording to complex flood modelling, community information to changing community behaviour/perceptions. The measures include:

## Kirklees Local Flood Risk Management Strategy

- Recording/mapping flood incidents
- Developing an information strategy to improve stakeholder knowledge
- Publishing and distributing information explaining flood risk responsibilities to local communities
- Developing the LLFA role as Statutory Consultee to Planning on Surface Water Drainage
- Developing an affordable cyclical maintenance regime based on risk
- Developing a pragmatic programme of schemes and initiatives which are likely to be funded through the national funding programme
- Developing and implementing a policy on de-culverting

The **Funding** of the measures is outlined in the Strategy. Central government has provided additional funding to ensure that the new legal duties under the FWMA Act are carried out. Therefore, many of the measures detailed in the Strategy are funded and can be carried out within existing Council resources. However, some of the measures, particularly those around capacity improvements and improved maintenance, require additional funding, which will be the subject of future funding bids as projects are identified.

Flood risk across the district is complex with interactions between river, surface water and sewer flooding. It is difficult to determine absolute measures of flood risk but numerous studies and assessments carried out in the last 5 years have helped to highlight where the highest risk areas in the district are. It is clear that a minimum of 20-25,000 properties are at risk of flooding from a “once in a lifetime” rainfall event ie with 0.5% chance of happening in one year. **A more realistic scenario could be such an event affecting 10% of the district, flooding 2,000 properties, causing damage estimated at £70 million.**

The main areas in the district at higher risk of flooding are:

Huddersfield (Leeds Rd/Aspley)	6800 properties
Huddersfield (Dalton)	500
Holme Valley	2500
Dearne Valley	600
Batley	1600
Marsden	700
Dewsbury	2500
Thornhill	700
Spen Valley	3000
Mirfield	500

The focus in the Kirklees LFRMS is to reduce flood risk from local sources where it threatens property and public infrastructure. The Council is also committed to maximising opportunities to carry out flood risk reduction in ways which are sustainable in terms of affordability, environmentally and socially.

The Kirklees LFRMS is a “living document” which will develop as new evidence, expertise and resources influence the measures outlined in the strategy. The Councils Overview and Scrutiny Committee will assess progress against the Strategy and its continuing validity in managing local flood risk.



## 2 Glossary

<b>Annual Exceedance Probability (AEP)</b>	The chance of a flood of a given size happening in any one year eg 1 flood with a 1% AEP will happen, on average, once every 100 years
<b>Catchment</b>	A surface water catchment is the total area that drains into a river or other drainage system
<b>Catchment Flood Management Plan (CFMP)</b>	A strategic planning tool through which the Environment Agency works with other key decision-makers within a river catchment to identify and agree policies for sustainable flood risk management.
<b>Chance of flooding</b>	The chance of flooding is used to describe the frequency of a flood event occurring in any given year, e.g. there is a 1 in 100 chance of flooding in this location in any given year. This can also be described as an annual probability, e.g. a 1% annual probability of flooding in any given year. <b>(See AEP)</b>
<b>Climate Change</b>	A long term change in weather patterns. In the context of flood risk, climate change will produce more frequent and more severe rainfall events.
<b>Critical infrastructure</b>	Infrastructure which is considered vital or indispensable to society, the economy, public health or the environment, and where the failure or destruction would have large impact. This would include emergency services such as hospitals, schools, communications, electricity sub-stations, Water and Waste Water Treatment Works, transport infrastructure and reservoirs.
<b>Department for Environment, Food and Rural Affairs (Defra)</b>	The UK government department responsible for policy and regulations on the environment, food and rural affairs
<b>DG5 Register</b>	A Water and Sewerage Company (WaSC) held register of properties which have experienced sewer flooding (either internal or external flooding) due to hydraulic overload, or properties which are 'at risk' of sewer flooding more frequently than once in 20 years.
<b>Environment Agency</b>	The Environment Agency was established under the Environment Act 1995, and is a Non-Departmental Public Body of Defra. The Environment Agency is the leading public body for protecting and improving the environment in England and Wales today and for future generations. The organisation is responsible for wide ranging matters, including the management of all forms of flood risk, water resources, water quality, waste regulation, pollution control, inland fisheries, recreation, conservation and Navigation of inland waterways. It also has a new strategic overview role for all forms of inland flooding.
<b>Environment Agency Flood Zones</b>	Flood zones on the maps produced by Environment Agency providing an indication of the probability of flooding (from rivers and the coast) within all areas of England and Wales.
<b>Exceedance flows</b>	Excess flow that appears on the surface once the capacity of the underground drainage system is exceeded

## Kirklees Local Flood Risk Management Strategy

<b>Flood Risk Management Plan</b>	<p>A plan for the management of a significant flood risk. The plan must include details of –</p> <ul style="list-style-type: none"><li>a) objectives set by the person preparing the plan for the purpose of managing the flood risk, and</li><li>b) the proposed measures for achieving those objectives</li></ul>
<b>Flood Risk Regulations</b>	Legislation that transposed the European Floods Directive in 2009
<b>Flood and Water Management Act</b>	The Flood and Water Management Act clarifies the legislative framework for managing surface water flood risk in England.
<b>Floods Directive</b>	The EU Floods Directive came into force in November 2007 and is designed to help Member States prevent and limit the impact of floods on people, property and the environment. It was transposed into English law in December 2009 by the Flood Risk Regulations.
<b>Fluvial Flooding</b>	Resulting from excess water leaving the channel of a river and flooding adjacent land
<b>Lead Local Flood Authority (LLFA)</b>	The authority, either the unitary council, or county council, with responsibility for local flood risk management issues in its area, as defined in the Flood and Water Management Act
<b>Local Plan</b>	The Local Plan is a plan for the future development of the local area, drawn up by the Local Planning Authority. It guides decisions on whether or not planning applications can be granted.
<b>Local Resilience Forums (LRF)</b>	LRFs are multi-agency forums, bringing together all organisations which have a duty to co-operate under the Civil Contingencies Act, and those involved in responding to emergencies. They prepare emergency plans in a co-ordinated manner.
<b>Main River</b>	Main Rivers are watercourses marked as such on a main river map. Generally main rivers are larger streams or rivers, but can be smaller watercourses in critical locations.
<b>Ordinary watercourse</b>	An ordinary watercourse is any other river, stream, ditch, cut, sluice, dyke or non-public sewer which is not a Main River. The local authority has powers to manage such watercourses.
<b>Pitt Review</b>	An independent review of the 2007 summer floods by Sir Michael Pitt, which provided recommendations to improve flood risk management in England
<b>Pluvial flooding</b>	‘Pluvial’ flooding (or surface runoff flooding) is caused by rainfall and is that flooding which occurs due to water ponding on, or flowing over, the surface before it reaches a drain or watercourse.
<b>Resilience measures</b>	Resilience measures are designed to reduce the impact of water that enters property and businesses, and could include measures such as raising

## Kirklees Local Flood Risk Management Strategy

	electrical appliances, concrete floors etc
<b>Resistance measures</b>	Resistance measures are designed to keep flood water out of properties and businesses, and could include flood guards, air brick covers etc.
<b>Riparian owners</b>	A riparian owner is someone who owns land or property adjacent to a watercourse. A riparian owner has a duty to maintain the watercourse and allow flow to pass through his land freely.
<b>Risk</b>	In flood risk management, risk is defined as the probability of a flood occurring x consequence of the flood
<b>Strategic Flood Risk Assessment (SFRA)</b>	An SFRA provides information on areas at risk from all sources of flooding.
<b>Surface water flooding</b>	In this context, surface water flooding describes flooding from sewers, drains, groundwater, and runoff from land, small water courses and ditches that occurs as a result of heavy rainfall.
<b>Surface Water Management Plan (SWMP)</b>	A tool to understand, manage and coordinate surface water flood risk between relevant stakeholders
<b>Sustainable Drainage Systems (SuDS)</b>	A sequence of management practices and control measures designed to mimic natural drainage processes by allowing rainfall to infiltrate and by attenuating and conveying surface water runoff slowly compared to conventional drainage.
<b>Urban Creep</b>	The change of permeable areas within the urban environment to impermeable areas. Typical types of urban creep are the creation of patios, paving the front gardens to create hard standing parking areas or house extensions.
<b>Water Framework Directive (WFD)</b>	A European Community Directive (2000/60/EC) of the European Parliament and Council designed to integrate the way water bodies are managed across Europe. It requires all inland and coastal waters to reach "good status" by 2015 through a catchment-based system of River Basin Management Plans.



### 3 Introduction

The risk of flooding in England is predicted to increase due to climate change and new development in areas at risk. It is not possible to prevent all flooding but there are actions that can be taken to manage these risks and reduce the impacts on communities. This flood management strategy for Kirklees aims to use a variety of techniques, measures and initiatives to provide a co-ordinated mitigation plan that balances the needs of communities, the economy and the environment.

#### 3.1 Background

Nationally, flood management has been organised and managed in a disparate way. Management of fluvial flooding from major rivers has passed between a variety of successive government agencies. Responsibility for general land drainage and flooding from the public sewer system has been managed in a variety of combinations of local authorities and public and private waterworks companies. The result has been an historic failure to provide consistent and coordinated management of flood risk and an absence of leadership in the investigation and resolution of local flood events. Local communities have been let down by poor communication, unclear responsibilities and uncoordinated actions in the local management of flood events.

The risk of flooding is increasing. Development pressures in our urban centres and fringes and the prediction of more severe rainfall events as a result of climate change combine to increase the risk in existing communities and offer challenges in managing the risk in new developments.

The last two decades have witnessed a number of devastating floods across the country. York (2000), Boscastle, Cornwall (2004), Carlisle (2005), Yorkshire (2007), Morpeth, Northumberland (2008), Cumbria (2009), Calderdale and York (2012), Somerset levels (2014) and Cumbria, Lancashire and West Yorkshire (2015) have destroyed local communities, highlighting the vulnerability of the country's infrastructure to flooding. Severe flood events in continental Europe during the same period, has resulted in European Legislation being published. The Flood Risk Regulations (FRR) 2011 requires member states to manage "significant" flood risk. The regulations operate on a 6 year cycle, with the "significance" threshold in this first cycle being set at such a high level that only 10 areas across England have emerged as areas requiring further investigation. Kirklees is not a significant flood risk area in terms of the FRR.

The flooding in summer 2007 was particularly severe, affecting a large number of communities spread across the country. The government-commissioned Pitt review of the flooding summarised the historic failings of flood management, resulting in an extensive set of recommendations which were eventually transposed into a new piece of legislation, the Flood and Water Management Act 2010. The FWMA created, for the first time, a general responsibility for Lead Local Flood Authorities, or LLFAs, (County and Unitary Councils) to take leadership for the coordination and management of local flood risk. A number of duties, powers and tools have been created or developed to allow local flood management to be more effective. The manner in which LLFA's choose to manage local flood risk is defined by Section 9 of the FWMA, where they are required to **"develop, maintain, apply and monitor a strategy for local flood risk management in its area"**

The FWMA<sup>1</sup> is not prescriptive in what the Strategy should deliver. The intention is to allow local discretion as to the type and timing of programmes and initiatives chosen and the level of resources available to meet the expectations in the strategy. Statutory guidance on how to produce the strategy has not been published although informal guidance has been produced by the Local Government Group through its “**Preliminary Framework for Local Flood Risk Management Strategy**”<sup>1</sup> to assist LLFA’s in the process.

Historically, Kirklees has provided a limited, reactive response to local flood risk management resulting in relatively poor records of previous flood incidents and drainage records. Understanding of flood mechanisms is limited and little strategic planning for the mitigation of future flood risk has been carried out. A Flood Management Team is now established to fulfil the various duties and responsibilities required by the legislation and a structured and resourced programme has been developed to provide a methodical and prioritised assessment of local flood risk. The team has made significant progress since the introduction of the FWMA<sup>1</sup> to improve its knowledge of existing drainage systems, its technical expertise in advising residents, businesses and developers on how to manage surface water drainage/ flood risk and its understanding of flood risk mechanisms and appropriate mitigation measures.

This strategy will define the Councils approach to managing flood risk in both the short and longer term.

### 3.2 The Scale and Type of Flood Risk in Kirklees

#### 3.2.1 Characteristics of the Area

Kirklees is a unitary council in West Yorkshire bounded by Calderdale, Bradford, Leeds, Wakefield, Barnsley, Derbyshire and Oldham. In terms of size, it is the 11<sup>th</sup> largest district council out of 348 (Population of around 400,000) and 3<sup>rd</sup> largest metropolitan council in area (400km<sup>2</sup>). The main population centres are Huddersfield (125,000), Dewsbury (57,000) and Batley (45,000), with a further 10, or so, small towns (5-20,000). Around 40% of the area is heavily urbanised with 60% rural in character, of which half is in the Pennine hills.<sup>2</sup>

With respect to water resources, Kirklees has 27 large reservoirs in the Pennines, operated by the local Water and Sewerage Company, Yorkshire Water, with the associated emergency planning aspects managed by the Environment Agency. There are approximately 100km of enmained river, managed by the Environment Agency, and unrecorded, but substantial, lengths of culverted and open minor watercourses. The main rivers in the district are the rivers Colne and Calder flowing to the river Aire, which drains around 85% of the area, and the river Dearne flowing to the river Don, draining the remaining 15%. Average annual rainfall figures for the district range from 1800mm at the Pennine headwaters to 800mm in Huddersfield, compared with an average across England of 950mm.<sup>3</sup>

<sup>1</sup> [http://www.local.gov.uk/web/guest/flood/-/journal\\_content/56/10171/3487627/ARTICLE-TEMPLATE](http://www.local.gov.uk/web/guest/flood/-/journal_content/56/10171/3487627/ARTICLE-TEMPLATE)

<sup>2</sup> Kirklees Council, *Factsheets 2010*,  
<http://www.kirklees.gov.uk/community/statistics/factsheets/factsheets.shtml>

<sup>3</sup> Environment Agency, *Calder Catchment Flood Management Plan July 2010*, page 54

### 3.2.2 Flooding Characteristics

#### *Fluvial Flooding from Designated Main Rivers*

Kirklees is dominated by 2 main river systems, the River Calder to the North of the district and the River Dearne to the South, both rivers having their headwaters in the Pennines and both ultimately flowing to the Humber estuary.

In the upper reaches of the **Calder's** tributaries, valleys are generally narrow and steep-sided and consequently, flood zones are narrow. Existing development is mostly housing, commercial or small areas of light industry. Flood defences are typically discontinuous with flood walls in a mixed condition, offering low standards of flood protection.

In the downstream catchment between Huddersfield and Dewsbury, the floodplain broadens and land-use includes large areas of heavy industry and housing within the high flood risk zone. Flood defences generally offer a higher level of protection. Substantial lengths of main river tributaries to the River Calder, such as Grimescar Dyke, Batley Beck and Chickenley Beck are culverted through urban areas

The upper reaches of the **Dearne** above Clayton West are fairly steep and respond quickly to rainfall. The industrial textile heritage of the area, resulting in recent residential conversions of riverside mills, and the general high density of residential development in the valley bottom leave a sizeable part of the local community at risk of flooding. There is little historical evidence of river flooding from breached defences or overtopping but the main issue appears to be flooding resulting from submerged outfalls to the river.

The Environment Agency has powers for managing the flood risk from main rivers. The hydraulic characteristics of the main rivers are generally well understood and substantial computer modelling of the flood risk has been carried out.

#### *Minor Watercourse Flooding*

Many thousand km's of minor watercourses drain surface water across the district. The condition and capacity of the open watercourses has not historically been recorded and only limited information is available on the sections which have been culverted. Riparian responsibility means that standards of maintenance vary greatly, ranging from well-maintained lengths in private gardens and public parks, to fly-tipped, polluted lengths in undeveloped industrial land.

The industrial heritage of the larger settlements as textile centres has left an historical legacy of stone culverts carrying watercourses through areas of high residential occupation. Information on the location, condition and connectivity of the culvert systems is piecemeal but is a significant factor in understanding and reducing flood risk in those locations.

#### *Surface Water Flooding*

Surface water flooding is generally more prevalent in the hillier, rural, less developed south side of the district. The settlements along the Dearne, Holme, Colne and Woodsome Valleys are concentrated along the rivers and suffer the consequences of rapid surface water runoff from the uplands and fields on the steep valley sides. The flooding experienced in 2007 demonstrated the risks from overland surface water flows to rural communities and those on the urban fringe. The public sewer record is relatively well recorded but information on other

formal drainage systems is sparse, they are often unrecorded and consequently, poorly maintained.

The large settlements to the centre and north of the district, Huddersfield, Dewsbury and Batley, have significant networks of public sewers, owned and maintained by Yorkshire Water, with less evidence of smaller culverted watercourses remaining in those areas. It is likely that the traditional means of draining surface water via watercourses has been gradually replaced by the developing public sewer system carrying rainwater in both surface water and combined sewers.

### **Groundwater Flooding**

Groundwater flooding occurs as a result of water rising to the surface from underlying ground or abnormal springs, usually as a result of sustained increased rainfall raising natural groundwater levels. Groundwater flooding is usually more prevalent in low-lying areas where normal water tables are high and underground aquifers are present. In Kirklees, it is very unusual to see groundwater breaking through the surface of the ground but the high number of basements in older properties in Kirklees, a product of its industrial heritage, means that groundwater flooding to “below ground” rooms is increasingly common.

### **Sewer Flooding**

Yorkshire Water owns much of the combined and surface water sewers in the region. Sewer systems are currently designed not to flood in a 1:30 year return period design storm. This does not include accommodating flows from exceptional and high magnitude rainfall events. During extremely wet weather, the rainfall may exceed current design criteria. Such events can result in exceedance of the hydraulic capacity of the sewer thus increasing the risk of flooding. One of the most recent occurrences of this type of event was the flooding experienced in June 2007.

There are some known sewer related flooding issues within the Kirklees catchment. However, overall sewer performance is satisfactory. Yorkshire Water is working with Kirklees Council, the Environment Agency and other parties to better understand the interaction of the networks and provide improvements that will help further reduce the risk of flooding.

### **Recent Flood Events**

Kirklees has been relatively unaffected by severe, community-wide flooding compared to other areas in the country, however, there have been a number of flood incidents where damage to property and infrastructure has occurred.

- There has been recent significant local flooding in the summers of 2002 (Holmfirth), 2004 (Milnsbridge, Ravensthorpe), 2007 (Various Locations), January 2008 (Holmfirth), June 2012 (Various Locations) and December 2015 (Mirfield)
- The 2007 floods flooded up to an estimated 500 properties across the district and were described by many residents as the worst in living memory. The flooding was widespread across the district but hotspots occurred around Ravensthorpe, Liversedge, Cleckheaton, Chickenley, Mirfield, Milnsbridge, Brockholes, New Mill, Denby Dale, Scissett and Clayton West.
- The most recent floods in 2015 were centred on the river Calder in Mirfield, flooding around 60 commercial and 10 residential properties.

### **2007 Floods**

*Two significant rainfall events occurred on Friday 15 June and Monday 25 June 2007, exacerbated by previous, generally high, May and June rainfall. In Kirklees, a wet May was followed by the wettest June on record – May rainfall was 30% above average and total June rainfall was 325% above average (nearly 300mm falling at Emley Moor during the month). The River Don was recorded running at 650% above the monthly average flow and also recorded the highest peak flow on record.*

*The effect of the above was unprecedented rainfall run-off from saturated fields onto undrained rural roads and very high river and watercourse levels. Few watercourses in Kirklees breached their banks but many surface water outfalls were submerged. Restricted discharge, resulted in surcharge of highway drains, YW surface water sewers and culverted watercourses causing much of the surface flooding in the area. The design capacity of YW combined sewers was exceeded which exacerbated the problem with Combined Sewer Overflows (CSO's) operating and sewage mixing with floodwater.*

### **December 2015 Floods**

*Storms Desmond and Eva crossed the north of the country during December causing widespread flooding to Cumbria, Lancashire and West Yorkshire. Kirklees suffered serious flooding from the river Calder in Mirfield on Boxing Day with approximately 70 residential and commercial properties suffering internal flooding.*

### ***The interactions between different sources of flooding***

Whilst the Catchment Flood Management Plans for the area direct policies and initiatives for the management of flood risk resulting from designated main rivers and this local strategy considers the risks from smaller watercourses, overland surface water and groundwater, it is inevitable that some flooding will result from many sources of water, including that carried in the public sewer system. The general public, understandably, care little where the floodwater comes from but the LLFA has a responsibility to determine, where possible, which risk management authority is responsible. Where there are complicated interactions of different sources, the LLFA will take a lead to ensure that investigation, assessment and appropriate mitigation measures are carried out.

### ***Public Perception of Flood Risk***

Households and businesses which have suffered from disruptive and damaging flooding generally understand the risks involved but many still rely on the various agencies and organisations to manage future risks. Agencies, particularly the LLFAs, have a role to play but an important outcome from this strategy will be a programme of awareness-raising with

affected property owners to give them the knowledge and tools to take measures to protect themselves. There will always be extreme events that place people and property beyond economically viable protection and warning and evacuation may be the only solution. The future availability of affordable house insurance against flooding will inevitably drive property owners towards providing their own flood protection and resilience measures to help reduce premiums.

### Local Flood Risk

This Strategy, outlining the responsibilities of Kirklees Council, deals with flood risk from “local” sources of flooding, namely:

- Surface Water
- Minor Watercourses
- Groundwater

The National Strategy, produced by the Environment Agency, deals with fluvial flood risk from designated “main rivers”

**However, the local strategy considers the risk from main rivers in the district to provide a comprehensive and integrated approach to managing the risk from all sources of flooding.**

### 3.3 The Size of Flood Risk in the District

Presenting a simple indication of the risk from flooding in the district is difficult. The risk comes from many sources and there are many methods of calculating predicted risk. The Council holds limited records of previous flood incidents but significant, area-wide flooding from future, high – intensity or prolonged rainfall provides the greatest risk for residents in the district. A variety of studies and calculations have been made in the past 5 years which contribute to an understanding of the size of the flood risk in Kirklees.

- The comparative figures shown below<sup>4</sup> give an indication of how Kirklees sits locally and nationally with other Councils (LLFAs).
- The figures for number of properties at risk<sup>5</sup> from flooding should be viewed as properties that may flood as a result of the type of rainfall event that may occur “once in a lifetime”.

#### Comparison across other Councils/LLFAs

Kirklees ranks **55<sup>th</sup> out of 150** LLFAs in England, in terms of general flood risk.

Excluding larger Counties and London Boroughs, **Kirklees ranks 7<sup>th</sup> behind Hull, Birmingham, Brighton, Doncaster, Leeds and Leicester.**

<sup>4</sup> Defra, December 2010 – LLFA Funding Allocations

<sup>5</sup> Defra, August 2009 - National Rank Order of Settlements Susceptible to Surface Water Flooding

### **Number of properties at risk from flooding**

If a rainfall event with a 0.5% chance of happening in any year occurred in Kirklees the number of properties at risk of flooding are:

12,000 from river flooding, and

15,000 from other local sources (surface water, minor streams and groundwater)

**ie a total of 27,000 properties or 15% of households in the district**

Section 7 of the Strategy provides further information on the scale of local flood risk.

### **3.4 What will the Strategy do?**

Flood risk in Kirklees **will** increase in the future as a result of climate change and new development pressures. Funding to address the increased risk through traditional flood defence or drainage capacity improvement works is limited but opportunities are available to flood risk management authorities and property owners to manage the risk in a structured and affordable way.

The Kirklees Local Flood Risk Management Strategy will explain how the Council, as Lead Local Flood Authority, will determine the location and size of flood risk, develop a co-ordinated, resourced and diverse action plan to mitigate the risk, presenting the objectives and measures in an understandable and accessible way.

#### **The general principles of the Strategy are that:**

- Flooding will always occur. It is uneconomic to totally prevent it and flood management will always be a balance of preventing flooding and managing the consequences of flooding.
- Flood risk management will be a compromise between managing today's problems and reducing the risk from future, larger, catastrophic flooding.
- More and better information on drainage systems and flood risk will result in more effective schemes and initiatives.
- Various authorities have flood risk management responsibilities but, ultimately, householders and businesses are best placed to protect their own properties.
- New developments offer the best opportunity to reverse the mistakes made by previous generations in building developments in high flood risk locations.
- The Strategy will pay due regard to the local, natural environment maximising opportunities for enhancement.



## 4 Responsibilities

### 4.1 Context

The Pitt Review identified inadequate and unclear responsibilities in those agencies and organisations with roles to play in flood management, as a significant factor in our historically poor response to flooding. The FWMA Act clarifies responsibilities and creates the new role of Lead Local Flood Authority to coordinate the local response to flood management and mitigation. In Kirklees, the Risk Management Authorities (RMA's) with legal responsibilities for local flood management are:

- The Environment Agency
- The Lead Local Flood Authority (**Kirklees Council**)
- The Water Company (**Yorkshire Water Services**)
- The Highway Authority (**Kirklees Council**)

### 4.2 Roles, Responsibilities and Functions

The main roles, responsibilities and functions to be exercised by the RMA's are as follows:

#### The Environment Agency

- Strategic overview of all forms of flooding
- Risk-based management of flooding from "main rivers"
- Regulation of the safety of higher-risk reservoirs
- Development of the National Strategy for Flood and Coastal Erosion Risk Management
- Coordination of Regional Flood and Coastal Committees
- Powers to request a person for any information relating to its flood management responsibilities
- Powers to designate structures and features relating to "main rivers"
- A duty to report to ministers on flood risk management
- Statutory consultees to Planning on main river flood risk
- Is a Competent Authority for the Water Framework Directive

#### The Lead Local Flood Authority

- Development of the strategy for local flood risk management
- Strategic leadership of local risk management authorities
- Reducing the risk of flooding from surface water, groundwater and ordinary watercourses
- Powers to request a person for any information relating to its flood management responsibilities
- A duty to investigate significant flood incidents and determine and allocate responsibilities
- A duty to maintain a register of structures or features likely to have a significant effect on flood risk
- Powers to designate structures and features relating to flood risk, other than from "main river"

## Kirklees Local Flood Risk Management Strategy

- Advise on land use planning processes to mitigate flood risk resulting from new or re-development of land
- Responsibility as the Statutory Consultee to Planning on Surface Water Drainage, encouraging the use of SuDS that are effective and maintained
- A duty to ensure local flood risk management functions are consistent with the national strategy

### **The Water Company**

- Where appropriate, assist the LLFAs in meeting their duties in line with the national strategy and guidance.
- Where appropriate, assist the LLFAs in meeting their duties in line with local strategies in its area.
- Where appropriate, sharing of information and data with RMAs, relevant to their flood risk management functions.
- A duty to effectually drain their area, in accordance with section 94 of the Water Industry Act 1991.
- A duty to register all reservoirs with a capacity greater than 10,000m<sup>3</sup> with the Environment Agency
- An agreement with Ofwat to maintain a register of properties at risk from hydraulic overloading in the public sewerage system (DG5 register).
- The appropriate management of surface water in combined systems.
- Encouraging the use of SuDS.
- Creating a detailed understanding of flood risk from the public sewer system.
- Explore and implement multi benefit/agency schemes.
- A duty to ensure local flood risk management and drainage works are consistent with environmental regulations (including the Water Framework Directive)

### **The Highway Authority**

- A duty to act in a manner which is consistent with the local and national strategies and guidance
- A duty to share information with other RMA's relevant to their flood risk management functions
- A duty to drain the adopted highway of surface water

In addition to the role of RMA's, individual landowners owning land adjacent to watercourses, known as riparian owners, have important rights and responsibilities relating to flood risk management from natural watercourses. They have

- A right to receive flow in its natural quantity and quality. Water may only be abstracted from a watercourse with the formal approval of the Environment Agency.
- A right to protect their land and property from flooding and erosion. Any associated works must be approved by the Environment Agency and/or LLFA.

## Kirklees Local Flood Risk Management Strategy

- A responsibility to allow water to flow through their land without obstruction, diversion or pollution.
- A responsibility to receive flood flows through their land
- A responsibility to keep the watercourse bed and banks free of litter and debris.

### 4.3 The Powers and Duties of Kirklees Council

The Flood and Water Management Act 2010 identified Kirklees Council as the Lead Local Flood Authority for the district. The main responsibilities from the Act have been summarised in the previous section but the main effect of the Act will be to provide, for the first time, the means for the Council to coordinate and manage local flood risk. The Council has a number of duties, powers and responsibilities from other legislation which assist the Council in providing a comprehensive approach to the management of local flood risk.

It is important to understand that a **duty** is something the Council is legally obliged to do; a **power** can be used at the Council's discretion

The Council's powers and duties relating to the management of local flood risk are as follows:

#### 4.3.1 As Lead Local Flood Authority

- **A duty to produce a local flood risk management strategy** – develop, maintain, apply, monitor and publish a local strategy. The strategy will provide a framework to deliver a prioritised programme of works and initiatives to manage flood risk in the area.
- **A duty to co-operate with other risk management authorities** – healthy and constructive arrangements have been in place for a number of years via *West Yorkshire LLFA Liaison Group*, and the more recent *Kirklees Flood Risk Management Partnership* where partners can share best practice and develop joint initiatives. The Council will be an active contributor to the regional Flood Partnership and the Regional Flood and Coastal Committee.
- **A power to arrange for a flood risk management function to be transferred to another risk management authority** - Kirklees Council does not currently anticipate transferring any functions and will deliver the requirements of the Act within its existing resources.
- **A power to request information in connection with its flood management functions from another person** – reciprocal arrangements are in place with the Council's principal partners, Yorkshire Water and the Environment Agency, to exchange relevant information. The Council will continue to expand its knowledge base by requesting relevant information from other key agencies and landowners.

- **A duty to investigate flooding** – the LLFA will act as the co-ordinator for the investigation of flood incidents, determining responsibility for any further action from risk management authorities. The LLFA has local discretion to determine which flood incidents it investigates. The results of any investigation will be published on the Councils website and any relevant risk management authorities informed of the results.

**Kirklees Council will formally investigate flood incidents which meet the following criteria:**

- *Where one or more residential or business properties suffer internal flooding*
- *Where there is a risk to life as a result of the depth and/or velocity of floodwater*
- *Where critical infrastructure (eg emergency services buildings, utility company infrastructure, schools, day centres, hospitals and main transport routes) suffer flooding or obstruction, or were in imminent danger of flooding*
- *Where 5 properties or more were in imminent danger of flooding, or*
- *Where local democratic pressures from elected members, committees, or other elected bodies, might be considered as a factor in determining whether a formal investigation should be carried out*

Whilst the principal purpose of formal flood investigation is to identify cause and responsibility for further action and provide a single point of contact for the householder, business or community, the information gathered will be invaluable in extending the Councils knowledge of drainage infrastructure and local flood risk.

- **A duty to maintain a register of drainage assets/ features** – the Council must establish and maintain a register of structures or features which it considers are likely to have a significant effect on local flood risk. Information on ownership and state of repair will also be held on the register. The register will be available for inspection. The LLFA has discretion to set a local indication of “significance” to determine which assets it records on the register.

**The Councils register of drainage assets will include the following structures or features**

***For pipes/ culverts***

- *The diameter is greater than 600mm or cross sectional area is greater than 0.3m<sup>2</sup> or*
- *The pipe/culvert has a recorded history of flooding or*
- *The pipe/culvert is within 20m of a cluster of 5 or more recorded flood incidents (non-cellar) – excluding pipes of 225mm diameter or less*

***For trash grilles***

- *The grille is council-maintained and is on the monthly clearance programme or*
- *The grille is privately-maintained and total blockage would cause flooding of adjacent infrastructure*

***For surface water pumping stations***

- *All pumping stations to be included*

The register is available on the Councils website and allows local residents, communities and businesses to better understand where the significant drainage and flood management features are located.

- **A power to designate features that affect flood risk** – if the LLFA considers a structure or feature affects a flood risk and it is not owned by the LLFA or the Environment Agency, it may formally “designate” the structure/feature. Designation places legal responsibilities on the owner of the asset to manage it with due regard to its function as a flood risk feature. The owner may not alter, remove or replace a designated structure or feature without the consent of the LLFA. Structures or features meriting designation could include culverts, garden/building walls, flood banks etc where there is evidence that their location affects flood risk. The Council intends to use the powers in a proportionate manner, determining an appropriate measure of significance for the flood risk. Any proposal to designate a structure or feature will be fully evidenced and justified.
- **A power to formally consent works within Ordinary Watercourses** – the FWMA Act transfers legal powers from the Environment Agency to the Council to manage works proposed in ordinary watercourses. The Environment Agency will continue to consent works in designated main rivers and the Council will consent those works in all other (ordinary) watercourses. Works which may need approval by the Council include new and replacement culverts, provision and removal of weir structures, construction of river walls and temporary support works for permanent structures which interfere with the flow of water in the watercourse. The Council will actively manage works

proposed by riparian owners to ensure that flood risk does not increase as a result of their actions.

- **A duty to promote and manage Sustainable Drainage** –The government decided not to enact Schedule 3 of the FWMA Act, preferring to strengthen the planning process and require Lead Local Flood Authorities to act as Statutory Consultees to Planning on Surface Water Drainage. Technical advice is offered to Planning to encourage developers to provide drainage systems, preferably SuDS, which meet national standards. There are great opportunities to remove the burden on currently over-loaded drainage systems through the development of more natural systems of water management. SuDS also offer numerous opportunities for environmental improvement and socio-economic benefits.  
The LLFA will be consulted on surface water drainage for all major development sites by the Planning Authority. The LLFA will ensure that development drainage meets the national standards and that there are appropriate maintenance arrangements in place to ensure the ongoing effective performance of the drainage for the lifetime of the development.

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#### 4.3.2 As a Category 1 Responder (Emergency Planning)

- A duty to assess risk of emergencies occurring and use this to inform contingency planning
- A duty to put in place emergency plans
- A duty to put in place Business Continuity Management arrangements
- A duty to put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- A duty to share information with other local responders to enhance co-ordination
- A duty to Co-operate with other local responders to enhance co-ordination and efficiency
- A duty to provide advice and assistance to businesses and voluntary organisations about business continuity management

#### 4.3.3 As Highway Authority

- **A duty to maintain the public highway network (excluding motorways)** – the Highways Act requires the Council, as Highway Authority, to ensure that highways are drained of surface water and, where necessary, maintain all drainage systems ensuring there is no pollution of the wider environment. In particular, the Council carries out regular maintenance of road gullies and their connections to the carrier drain. The carrier drain will generally be an adopted public sewer, maintainable by the local water company but, in some instances, it may be a dedicated highway drain maintainable by the Council. Culverts, carrying watercourses, crossing public highways may have trash grilles installed at the upstream end of the culvert, protecting the culvert from blockages. The highway authority has a responsibility to ensure these grilles operate efficiently, achieved by clearing them on a regular maintenance cycle.

### 4.3.4 As Planning Authority

- **A responsibility to consider flood risk in Local Plans** – the Planning Authority must prepare, publish and use a Local Plan) which directs how land can be used. The Local Plan considers flood risk from both fluvial (main river) and local sources (surface water) of flooding, paying due regard to available Strategic Flood Risk Assessments, Preliminary Flood Risk Assessments and Surface Water Management Plans.
- **A responsibility to consider flood risk when assessing applications for development** – The Planning Authority should only approve development where it can be demonstrated that the proposal doesn't increase the overall risk of flooding in the area and is adequately protected from flooding itself. A sequential approach should be taken to ensure development sites are chosen which offer the lowest possible flood risk.
- **Considering advice from the LLFA as a statutory Consultee**  
– The Planning Authority should highlight at the Master Planning stage or during any early pre-planning enquiries the need to discuss drainage and flood management requirements with the LLFA.

### 4.3.5 As a Riparian Owner

- **A duty to pass on flow in a watercourse without obstruction, pollution or diversion affecting the rights of others** – The Council, as a landowner, has a duty to pass on the flow in a natural watercourse from its land to another.
- **A duty to accept flow** – The Council has a responsibility to accept normal flow onto its land and even flood flow which may be caused by under-capacity downstream. There is no duty for a landowner to increase the capacity of a watercourse crossing his land.
- **A duty to maintain the bed and banks of the watercourse** – The Council must clear obstructions in the watercourse which affect the flow of water in the channel, including vegetation, artificial obstructions and heavy siltation. The Council is responsible for protecting its own property from natural seepage through natural river and flood banks. There is also a duty to control alien invasive species, such as Japanese Knotweed and Himalayan Balsam.



### 5 The Objectives for Managing Local Flood Risk

Objectives, or outcomes to be achieved, will be strategic in nature but it is important that the process, measures and actions to achieve the outcomes are pragmatic, deliverable and supported by both partners and stakeholders.

The Strategy sets out objectives which delivers statutory requirements and supports complementary objectives from other plans and strategies.

#### 5.1 Complementary Plans and Strategies

Several, mainly high-level, strategic plans have been developed recently which provide a strong evidence-base and direction for local flood risk management. They include, in chronological order:

- **Humber River Basin Management Plan (RBMP) December 2009** – The delivery mechanism for the Water Framework Directive objectives. The plan focuses on the protection, improvement and sustainable use of the water environment.
- **Calder Flood Management Plan (CFMP) July 2010** – Prepared by the Environment Agency, proposing catchment-wide, long-term measures, the CFMP considers all types of flooding and sets the context and direction for more local, detailed plans.
- **Kirklees Surface Water Management Plan (SWMP) January 2011** – An evidenced plan for the reduction of risk from surface water flooding across the district.
- **Preliminary Flood Risk Assessment (PFRA) November 2011** – Required under The Flood Risk Regulations 2011. Quantifies the level of flood risk from all sources across the district, highlighting areas at significant risk.
- **The National Flood and Coastal Erosion Risk Management Strategy for England 2011** – Sets out the Environment Agency's overview role in flood and coastal erosion risk management encouraging more effective partnership working between national and local agencies and local communities.
- **Calder Valley Strategic Flood Risk Assessment (SFRA) Refreshed in September 2016** – Provides a general assessment of flood risk across the Calder catchment in Kirklees, Calderdale and Wakefield, focusing on risk from the river Calder. The SFRA is a tool to help direct planned development towards those areas of lowest flood risk.

The Flooding in December 2015 affected Calderdale, Leeds and Bradford in particular, and prompted two formal reviews, with some headline recommendations that are relevant to the Local Strategy and the Council's priorities for the management of flood risk

#### Calderdale Flood Commission (2016)

- Review how we plan for flooding and how, where and when we deploy resources
- Improve the resilience of critical infrastructure, particularly transport routes
- Commit to a programme of improving the ability of the upland areas to retain more rainwater
- Strengthen flood risk awareness in the planning process with training, specific planning guidance, identifying critical drainage areas, use of neighbourhood plans etc

## Kirklees Local Flood Risk Management Strategy

- Specific workstreams including
  - Flood risk reduction projects
  - Natural flood risk management
  - Community resilience

### Leeds City Region Flood Review (2016)

- Review of recovery processes
- Encouraging a City Region approach to Upland Management
- Improved understanding of where critical infrastructure is located and how the key rout network can be protected
- Improve development planning processes with the aid of LCR Supplementary Planning Guidance
- Improve collaboration across the Region to share expertise and strengthen governance arrangements

The above recommendations are supported in the Council's current action plan.

## 5.2 Main Policies and Measures relating to Flood Management

Policy/Measure	Strategy/Plan					
	SFRA	RBMP	CFMP	SWMP	PFRA	National Strategy
Enhance/improve existing knowledge base of flood risk	✓		✓	✓	✓	✓
Improve understanding of surface water flood risk	✓			✓	✓	✓
Provide information on flood risk to enable appropriate land allocations	✓			✓		✓
Ensure the Councils Flood Emergency Plan is comprehensive and up to date			✓			✓
Carry out asset inspections and action deficiencies		✓	✓	✓		✓
Assess the flood risk to transport links			✓	✓	✓	
Improve knowledge of drainage infrastructure			✓	✓		✓
Removal/improvement of culverts		✓	✓	✓		
Increase community awareness		✓	✓	✓		✓
Reduce the rate of run-off from open land in the higher catchment		✓	✓	✓		
Understand and manage the interaction between canal, river and minor watercourse systems			✓			

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Determine priority locations for surface water flood risk	✓			✓	✓	
Encourage SuDS/Source Control solutions		✓		✓		✓
Improve Capacity in Drainage Systems			✓	✓		✓
Improve property resistance and resilience				✓		
Understand the relative flood risk in the district (compared to other districts)				✓	✓	
Better coordination of FRM						✓
Sustainable approach – balancing social, economic and environmental needs		✓				✓
A partnership approach to funding						✓

- ✓ Main measure from plan
- ✓ Supported measure

The Strategy will be consistent with the main policies and measures outlined above. It will include all current policies and measures which have been adopted in current flood management-related plans, which are relevant to the management of local flood risk. The two key documents which guide and support the Strategy are the **PFRA** and **SWMP**.

The **PFRA**, submitted under the Flood Risk Regulations 2011, states the overall flood risk across the district.

The district-wide **SWMP**, presenting the priorities for delivering better local flood risk management will form the main delivery and control mechanism for achieving better flood risk management across the district.

Work carried out since the initial strategy was published in 2013 has built on the base information held in the PFRA and SWMP. A prioritisation tool has since been developed, and used, to help prioritise those locations around the district where flood risk is highest, where properties are at risk and where affordable, grant-funded projects are most likely. This work has informed the programme of work over the last 3 years that has been funded by the Environment Agency's Grant in Aid programme.

### 5.3 Public Expectations from Flood Risk Management

A two stage consultation exercise with the general public was carried out to inform the Strategy.

The first stage involved an online questionnaire, promoted through local media, which sought the opinions of Kirklees residents on their experiences and perceptions of flood risk, their priorities for how to manage the risk and their preferred measures to achieve those priorities. Approximately 150 questionnaires were completed.

### General views expressed as a result of the first public questionnaire

- The availability of house insurance is already a serious concern for households who have been flooded before
- The public are keen to see something more than a “Do minimum” approach in the Strategy. Most favour initiatives which address existing flooding problems but many support work to avoid flooding from future, more severe rainfall
- There is a clear indication that flooding to properties and businesses should be prioritised over flooding to “amenity” land
- There is a strong feeling that new development activity will provide opportunities to reduce flood risk to the “occupiers” and adjacent properties
- There is little appetite from the public to contribute financially to flood mitigation works
- The public are keen to understand more about the location, type and, in particular, the size of the flood risk they might face

The second stage again involved an online questionnaire which asked stakeholders how clear the Strategy was and asked for preferences on how the identified measures should be prioritised. Approximately 25 questionnaires were completed.

### General views expressed as a result of the second public questionnaire

- The risk management authorities for the area are identified and their roles are clear
- It is not clear how the Council will fund the actions identified in the Strategy
- The Strategy offers a clear direction for the Council
- There is a preference for addressing existing flooding problems ahead of future, predicted flooding
- There is a preference for maintenance of existing drainage systems ahead of increasing the capacity of those systems
- There is a preference for working closely with private landowners rather than carrying out works on private land
- There is support to persuade developers to carry out additional flood mitigation and drainage works outside the development site area
- The general public consider maintenance and improvement of drainage systems to be the most important general action, ahead of the management of new development

## 5.4 The Objectives of the Strategy

The Strategy needs to provide a clear vision as to how local flood risk will be managed by the Council and its partners. The objectives in the Strategy will include statutory requirements from legislation, complementary objectives stated in relevant plans and strategies and preferences expressed, or known, within local communities.

The objectives are:

- Improve the level of understanding of local flood risk within the LLFA
- Improve the level of understanding of local flood risk amongst partners and stakeholders

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- Ensure that local communities understand their responsibilities in relation to local flood risk management
- Maximise the benefits from partnership working with flood risk partners and our stakeholders
- Actively manage flood risk associated with new development proposals
- Take a sustainable approach to FRM, balancing economic, environmental and social benefits from policies and programmes
- Improve and/or maintain the capacity of existing drainage systems by targeted maintenance
- Encourage proactive, responsible maintenance of privately-owned flood defence and drainage assets
- Influence planning policies and land allocations in Local Plans to take account of flood risk
- Maximise opportunities to reduce surface water run-off from the upper catchments
- Identify projects and programmes which are affordable, maximising capital funding from external sources
- Ensure local FRM knowledge is aligned with the Councils emergency planning procedures

The Strategy is a living document and will be updated regularly to ensure it is relevant and is informed by the developing knowledge base on local flood risk.

### Key Points: Objectives

- Objectives have been chosen that are affordable and deliverable and reflect the communities aspirations and priorities
- The objectives include similar aspirations from complementary plans and strategies



## 6 The Measures Proposed to Achieve the Objectives

The initial analysis of flood risk carried out in the SWMP has been developed through a prioritisation tool into a programme of measures and initiatives to be considered in areas of identified flood risk. Measures can be “non-structural” such as planning controls and improved community engagement, or “structural” such as physical improvement or maintenance works. It is impractical and unaffordable to carry out every measure for every situation. The Strategy will help to determine which measures are most appropriate for Kirklees, which measures offer best value for money and how a blend of structural and non-structural measures can be used to give a balanced approach to mitigating risk.

The Strategy objectives and the measures required to achieve them are summarised in the following table:

	Objective Reference	Objective	Measures
Information and Communication	1	Improve the level of understanding of local flood risk within the LLFA	1.1. Record drainage and flood assets 1.2. Maintain a public asset register 1.3. Designating flood/ drainage assets 1.4. Recording/ mapping flood incidents 1.5. Carry out flood investigations 1.6. Assessment of high flood risk locations 1.7. Improve skills and knowledge of FRM officers 1.8. Information from stakeholder engagement
	2	Improve the level of understanding of local flood risk amongst partners and stakeholders	2.1. Publish a clear strategy and communicate it 2.2. Develop information strategy to improve partner and stakeholder knowledge 2.3. Improve and maintain the Councils FRM web pages
	3	Ensure that local communities understand their responsibilities in relation to local flood risk management	3.1. Publish and distribute information explaining responsibilities, local flood risk, property protection/resilience etc 3.2. Involve local communities in local initiatives and schemes
	4	Maximise the benefits from partnership working with flood risk partners and our stakeholders	4.1. Continue to develop the partnership with the Environment Agency and contribute to the Yorkshire LLFA Liaison Group 4.2. Ensure that policies and programmes promoted through the Strategy complement and support works across the rest of the Calder and Don catchments
Policies and Work Programmes	5	Actively manage flood risk associated with new development proposals	5.1. Develop and apply a robust local policy on FRM and drainage solutions on new development sites 5.2. Develop a process with the Planning Department to create clear advice and direction to developers on FRM and Drainage 5.3. Establish the LLFA's role as a Statutory Consultee to Planning
	6	Take a sustainable approach to FRM, balancing economic, environmental and social benefits from policies and programmes	6.1. Ensure the environmental consequences of implementing the LFRMS are considered against the technical, economic and social benefits 6.2. Work with the Environment Agency to embed policies from local River Basin Management Plans, local environmental policies and “European “ protected sites into FRM procedures and programmes
	7	Improve and/or maintain the capacity of existing drainage systems by targeted maintenance	7.1. Identify highest risk open and culverted watercourses, highway drains and other drainage/flood features 7.2. Develop an affordable cyclical maintenance regime based on risk 7.3. Implement a responsive, reactive maintenance regime based on risk
Policies and	8	Encourage proactive, responsible maintenance of privately-owned flood defence and drainage assets	8.1. Identify highest risk private flood defence and drainage assets 8.2. Develop technical advice for owners to guide them in preparing local maintenance plans 8.3. Establish risk-based consenting and designation

## Kirklees Local Flood Risk Management Strategy

			processes
9	<b>Establish a robust policy on water management and use available information on flood risk to assess the suitability of the allocation of sites for different land uses through the Local Development Framework process.</b>	9.1.	Use available information on flood risk to identify appropriate development potential
10	<b>Maximise opportunities to reduce surface water run-off from the upper catchments</b>	10.1.	Develop proposals to engage with significant landowners to employ land management techniques and initiatives which help to reduce the rate of surface water run-off
11	<b>Identify projects and programmes which are affordable, maximising capital funding from external sources</b>	11.1.	Develop a pragmatic programme of schemes and initiatives which are likely to be funded through the National Grant in Aid and Local Levy Programmes
		11.2.	Develop and implement a policy on de-culverting, consistent with Local Plan policies.
		11.3.	Determine all other funding sources, Council, partners and other external, and maximise “match-funding”
12	<b>Ensure local FRM knowledge is aligned with the Councils emergency planning procedures</b>	12.1.	Embed the LFRMS into flood response and recovery plans and use developing knowledge on flood risk to “tune” emergency procedures

### Key Points: Measures

- Measures have been chosen which allow a comprehensive and varied approach to managing local flood risk
- The measures build on existing initiatives, balancing ambition with available resources

### 7 Proposals, Timescales and Funding to Implement the Measures

Some of the measures outlined in the previous section have been core activities for the Council for a number of years and processes are in place to deliver those measures. Other measures, however, relate to new responsibilities or activities, often requiring a new set of skills and experience that may take some time to develop or acquire.

#### 7.1 Affordability and Funding of the Measures

The Government commits significant funding every year to flood management activities across the country. Funding for investigation, co-ordination and local management of flood risk issues has been allocated to LLFA's with a long term commitment to support this foundation work. Capital funding for mitigation works (such as flood defences, property resilience schemes, flood storage etc) is generally allocated on the basis of risk and, inevitably, areas where high density populations co-exist with high risk from river flooding tend to attract much of the available funding. However, a more-flexible funding arrangement has recently been introduced which encourages community and business contributions to the funding of schemes which improves their chance of being supported through the national funding allocation. Essentially, the success of an FRM proposal will be improved if the cost burden is shared amongst as many contributors as possible, the share from the national allocation is as low as possible and the outcomes from the proposal are evidenced as clearly as possible. The new national funding scheme has also been extended to include proposals which address risk from surface water flooding as well as from main river-related fluvial flooding.

The Strategy has identified a range of measures to improve how flood risk is managed across the district – some measures can be delivered quickly with existing council resources but others need external funding support. The challenge for the council is to maximise the benefit from limited (council and external) funds through creative and innovative scheme development, mobilising community and business support for projects and initiatives and preparing sound and evidenced cost-benefit justifications.

The Strategy will explain the sources of funding available for FRM, the resources and funding required for the measures described in Section 6 and where any shortfalls in funding for the measures may be found.

## 7.2 Sources of Funding for Flood Risk Management

Source of Funding	Description	Indicative budget in 2012/13	Administered By?	Appropriate For?
<b>Flood Defence Grant-in-Aid (FDGiA)</b>	Central government funding for flood (and coastal) defence projects – recently revised to encourage a partnership approach to maximise match-funding, work towards achieving specified outcomes with a requirement to evidence a reduction in flood risk to properties	£30million (Yorkshire)	Environment Agency	Medium to large capital FRM projects
<b>Local Levy</b>	Annual contributions from Councils to a regional “pot”, smaller than the FDGiA budget but offers more flexibility on the type and size of project it can fund.	£2million (Yorkshire)	Environment Agency	Smaller FRM projects or as a contribution to FDGiA projects
<b>Private Contributions</b>	Voluntary, but funding from beneficiaries of projects could make contributions from national funding viable. Contributions could be financial or “in kind” eg land, volunteer labour	Unknown	Kirklees Council	All projects
<b>Water Company Investment</b>	Investment heavily regulated by Ofwat but opportunities for contributions to area-wide projects which help to address sewer under-capacity problems	Unknown	Water Company	Projects which help to remove surface water from combined sewers
<b>Section 106 contributions (Town &amp; Country Planning Act)</b>	Contributions from developers, linked to specific development sites where off-site improvements to drainage infrastructure are required to make the developers proposals acceptable	Unknown	Kirklees Council	Larger development sites
<b>Community Infrastructure Levy (CIL)</b>	A local levy applied by the Planning Authority on developers to contribute to a general infrastructure fund. Kirklees Council has not yet implemented a CIL scheme. A bid for CIL would have to be made for flood management/drainage improvements against other competing council priorities.	Unknown	Kirklees Council	All measures outlined in the Strategy
<b>Council Tax</b>	A “ring-fenced” provision within the annual council tax for the specific purpose of addressing FRM.	Unknown	Kirklees Council	Key measures in the Strategy
<b>Business Rates Supplements</b>	Agreement from local businesses to raise rates for specified purposes.	Unknown	Kirklees Council	Measures which address flood risk to businesses
<b>Council Capital Funding</b>	The Councils infrastructure programme prioritising capital improvement projects. The programme has included funding for drainage capacity improvements for a number of years which is targeted at the highway drainage systems	£250k	Kirklees Council	Measures which are small to medium capital projects
<b>Council Revenue Funding</b>	The Council has a number of revenue streams to support technical and admin processes and to maintain council infrastructure. Existing revenue budgets include Highway Drainage Maintenance, Highway Gully Maintenance, Watercourse Maintenance and funding for the Flood Management Team discharging the LLFA duty for the Council.	Drainage Maintenance (£200) Gully Maintenance (£400k) Watercourse Maintenance (£100k) Flood Management Team (£300k)	Kirklees Council	Measures requiring officer time and/or maintenance activity

## 7.3 Delivery of the Measures

Each measure outlined in Section 6 has been developed into a set of activities, policies and procedures which have been described below. Funding is critical to the delivery of the strategy and whilst the Council has a legal responsibility to deliver many of the actions required to deliver the measures, the funding made available to do so is limited. **The delivery timescales indicated below reflect current levels of funding, existing commitments and preferences expressed through the consultation process for the Strategy.**

### 7.3.1 Objective 1 - Improve the level of understanding of local flood risk within the LLFA

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
1.1	<b>Record drainage and flood assets</b>	Identifying the location, capacity and condition of drainage assets is key to understanding how local flood risk is managed and sharing the information with partner organisations to inform their work. The Council places a high priority on asset recording, taking opportunities through flood incident investigation, planned maintenance programmes, new highway works and 3 <sup>rd</sup> party information to build up a picture as to how surface water is drained via both underground and surface systems. Drainage and flood assets include pipes, culverts, open watercourses, mill-ponds, small reservoirs, informal flood banks and flood walls. <b>The aim is expand the quantity and quality of information on the record to provide a comprehensive, linked network of drainage systems across the district which can be shared with partner organisations.</b>	Ongoing	Council Revenue	✓
1.2	<b>Maintain a public asset register</b>	Although legislation only requires the Council to make the Register available for inspection, the Kirklees Register of Drainage Assets and Features is available as a GIS-based record on the Council's website. <b>The first edition of the Register was posted in October 2012.</b>	Ongoing	Council Revenue	✓
1.3	<b>Designating flood/ drainage assets</b>	The Council's current knowledge of 3 <sup>rd</sup> party drainage features or structures is limited. Work carried out to deliver Measure 1.1 will allow the Council to judge the merits of designating such assets. <b>The Council has not identified any private flood assets which would benefit from designation.</b>	Ongoing	Council Revenue	✓
1.4	<b>Recording/ mapping flood incidents</b>	The Council will investigate, to some degree, all reported flood incidents. Locations and detail of causes/solutions are recorded on the Council's GIS which allows all relevant flooding and asset data to be reviewed at the same time. <b>All known historic flood incidents are recorded and all future incidents will be recorded.</b>	Process in place	Council Revenue	✓
1.5	<b>Carry out flood investigations</b>	The Council has published its approach to carrying out formal flood investigations where significant flooding has occurred. <b>The outcomes of the investigations and the full reports will be published on the Council's website within 6 weeks of the date of the incident.</b>	Process in place, investigations ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

1.6	<b>Assessment of high flood risk locations</b>	Locations of higher flood risk have been identified in the Kirklees SWMP which will be investigated in detail to determine whether mitigation measures are required. The level of risk has been determined from an assessment of available flood mapping/ recorded flood incidents and flood receptors such as residential/business properties, critical utility and social infrastructure, including schools, residential care facilities and key transport links. <b>The SWMP has been developed further through the use of a prioritisation tool which uses the most up to date data available to produce a prioritised list of high risk flood locations. This informs our ongoing programme of studies.</b>	Ongoing	Council Revenue/ EA Grant	✓
1.7	<b>Improve skills and knowledge of FRM officers</b>	Develop a local centre of expertise on general FRM issues, providing a "one-stop shop" for residents, businesses and developers. Encourage officers to develop a wide range of FRM skills rather than relying on specialists.	Ongoing	Council Revenue	✓
1.8	<b>Information from stakeholder engagement</b>	Develop initiatives to "tap into" local knowledge of historic drainage systems and flood incidents.	Ongoing	Council Revenue	✓

### 7.3.2 Objective 2 - Improve the level of understanding of local flood risk amongst partners and stakeholders

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
2.1	<b>Publish a clear strategy and communicate it</b>	The Kirklees LFRMS provides the framework to manage local flood risk and mitigate any risks which are considered to be too high. It is by nature, a technical document with complex issues but <b>it is imperative that the main priorities in the strategy are understandable by all stakeholders and can be delivered in reasonable timescales.</b>	Ongoing	Council Revenue	✓
2.2	<b>Develop information strategy to improve partner and stakeholder knowledge</b>	The Council needs to translate the technical information on flood risk into simple, readily understandable terms. Text and graphics should be used to allow partners and stakeholders to understand the risk relevant to their interests. <b>Innovative means of conveying complex information will be investigated, sharing best practice from other LLFA's.</b>	Ongoing	Council Revenue	✓
2.3	<b>Improve and maintain the Councils FRM web pages</b>	The Council is committed to ensuring it communicates the message on flood risk as effectively and widely as possible and will use a number of methods to achieve this. However, the Councils website will become increasingly important as the most useful and flexible method of displaying both policies and graphical demonstrations of flood risk. <b>The Flood Management pages on the website will be comprehensive and maintained as an up to date record of local flood risk.</b>	Ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

### 7.3.3 Objective 3 - Ensure that local communities understand their responsibilities in relation to local flood risk management

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
3.1	<b>Publish and distribute information explaining responsibilities, local flood risk, property protection/ resilience etc</b>	The Council and its partner agencies are limited by legislation and resources in how much they can do to manage local flood risk. An essential part of the work of LLFA's is to share its developing knowledge with stakeholder to allow them to take appropriate responsibility for their own land and property. A number of techniques and measures are available to property owners to reduce the level of flood risk (Resistance measures) or to recover quickly and economically from flooding (Resilience measures). <b>The Council will develop a template for a standard information pack explaining the rights and responsibilities of landowners, an indication of the kind and size of flood risk they might face and advice as to the measures they could use to manage the risk.</b>	November 2016	Council Revenue	✓
3.2	<b>Involve local communities in local initiatives and schemes</b>	The current national capital funding arrangements for FRM encourages a partnership approach to maximise outcomes and funding contributions. In general terms, FRM projects stand the best chance of national funding if they are community led and supported. <b>A key task for the Council is to engage with local communities to fully involve them in the process to develop affordable schemes, encourage community ownership of the scheme at inception, project development, funding and delivery.</b>	Ongoing	Council Revenue	✓

### 7.3.4 Objective 4 - Maximise the benefits from partnership working with flood risk partners and our stakeholders

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
4.1	<b>Continue to develop the partnership with the Environment Agency and contribute to the Yorkshire LLFA Liaison Group</b>	The Council will continue to be an active participant in the Liaison Group. <b>Partnership working with the Environment Agency will be developed to work collaboratively towards reduced flood risk and to maximise the opportunities for EA funding contributions to Council projects</b>	Ongoing	Council Revenue	✓
4.2	<b>Ensure that policies and programmes promoted through the Strategy complement and support works across the rest of the Calder and Don catchments</b>	Strategies and plans identified in Section 5.2 of the Strategy provide actions which complement many of the measures identified in the Strategy. <b>All relevant strategies and plans will be referenced in funding bids for projects</b>	Ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

### 7.3.5 Objective 5 - Actively manage flood risk associated with new development proposals

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
5.1	<b>Develop and apply a robust local policy on FRM and drainage solutions on new development sites</b>	The development of new sites and redevelopment of existing sites gives the Council an opportunity to reduce flood risk within the sites and upstream and downstream of the sites. National planning guidance exists which encourages the Council to adopt a consistent approach when recommending appropriate flood risk measures for new development sites. The council will continue to set stretching, local targets for developers in relation to permitted discharges from new or redeveloped sites, reassessing the targets as the council acquires more evidence of local flood risk. <b>The Councils advice note on flood risk and drainage for new development sites, based on the national guidance, will be regularly updated to reflect current legislation and local knowledge</b>	Ongoing	Council Revenue	✓
5.2	<b>Develop a process with the Planning Department to create clear advice and direction to developers on FRM and drainage</b>	Flood management and drainage solutions for development sites can be space-intensive and it is vital that early discussions with developers and planning officers take place to allow appropriate provision to be designed into the development. It is essential that the local guidance produced in Measure 5.1 forms part of an internal council procedure that integrates technical advice with the planning application process. Agreement and application of FRM and Drainage advice will be translated into appropriate conditions attached to planning approvals. <b>The LLFA will work closely with Planning to support them at every stage of the planning process to ensure that flood risk is managed and appropriate surface water drainage solutions are developed</b>	Ongoing	Council Revenue	✓
5.3	<b>Establish the LLFA's role as a Statutory Consultee to Planning</b>	The LLFA will maximise the future benefits from SuDS through its role as the Statutory Consultee for Surface Water Drainage.. The role will be integrated into existing Council activities to provide links between the development planning, environment/biodiversity, highways and grounds maintenance processes. Existing relationships with the Councils main partners, Yorkshire Water and the Environment Agency, will be strengthened and focused on developing clear and strong policies and working arrangements for SuDS.	Ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

### 7.3.6 Objective 6 - Take a sustainable approach to FRM, maximising environmental and social benefits from policies and programmes

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
6.1	Ensure the environmental consequences of implementing the LFRMS are considered against the technical, economic and social benefits	The Council considers that the LFRMS is a significant local strategy and, consequently requires appraisal under the Strategic Environmental Assessment (SEA) Regulations. <b>Specialist, independent advice has been sought to ensure a robust assessment of environmental effects are considered as the strategy is developed and implemented. Every opportunity will be taken to maximise biodiversity benefits in the delivery of the various measures outlined in the Strategy. Monitoring against the SEA will continue as the Strategy is implemented.</b>	Ongoing	Council Revenue	✓
6.2	Work with the Environment Agency to embed policies from local River Basin Management Plans, local environmental policies and "European" protected sites into FRM procedures and programmes	Where there are significant and predictable environmental risks from schemes and initiatives promoted by the strategy, the council will commit to carrying out formal Environmental Impact Assessments for the proposals. When implementing the measures set out in the LFRMS, due regard will be given to the need to identify and avoid potential adverse effects on the integrity of European sites in and around Kirklees, in particular the South Pennine Moors SAC/SPA (Phases 1 and 2). National advice on appropriate allowances for climate change have been included in the developers advice guide and all flood mitigation projects include for future climate change allowances.	Ongoing	Council Revenue	✓

### 7.3.7 Objective 7 - Improve and/or maintain the capacity of existing drainage systems by targeted maintenance

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
7.1	Identify highest risk open and culverted watercourses, highway drains and other drainage/flood features	The Council has a statutory duty to maintain highway drains but only a riparian responsibility to keep watercourses within its ownership clear of obstructions. Some watercourses create a high flood risk for nearby communities and would benefit from a more structured and targeted maintenance regime. <b>The council will carry out a comprehensive, methodical survey of all known, non-Environment Agency or Water Company assets to determine those lengths of watercourse and drains which offer a significant flood risk.</b> Some of this information will be used to inform Measures 1.1 to 1.3, detailed earlier in this section.	Ongoing	Council Revenue	✓
7.2	Develop an affordable cyclical maintenance regime based on risk	Maintenance budgets are limited and need to be targeted at those areas where the risk of flooding is highest. The extent of flood risk and the asset type, condition and vulnerability to temporary blockage will influence the type and frequency of maintenance required. Open watercourses contribute to a network of green corridors across the district, linking larger areas of open space. The maintenance of the watercourses to maximise the drainage of surface water will be balanced with sensitive treatment of the biodiversity elements. Maintenance plans will incorporate appropriate direction on responsible management of the local water environment. <b>Cyclical maintenance plans</b>	Ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

		<b>will be developed for trash grilles protecting council-owned culverts, highway gullies and open watercourses where regular clearance would be beneficial in protecting downstream properties and infrastructure.</b> Plans will be adapted as new information is collected.			
7.3	<b>Implement a responsive, reactive maintenance regime based on risk</b>	The Council cannot afford to carry out planned, preventative maintenance to all the drainage assets it is responsible for. There will be some situations where the Council may have to respond reactively to situations which arise suddenly or are reported directly by the public. The speed and type of response will be determined by the level of flood risk and the resources available. <b>Existing council systems for receipt of, and response to, requests for maintenance work will be reassessed and adjusted to ensure a risk-based approach is followed.</b>	Ongoing	Council Revenue and Capital budgets	✓

### 7.3.8 Objective 8 - Encourage proactive, responsible maintenance of privately-owned flood defence and drainage assets

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
8.1	<b>Identify highest risk private flood defence and drainage assets</b>	The vast majority of watercourses are in private, rather than council ownership. Whilst riparian owners have a general responsibility to keep watercourses free of obstruction, a higher level of maintenance, which might help in maximising capacity, will need support and encouragement for private landowners. More often than not, landowners will be unaware of the level of flood risk associated with their watercourse/asset. The Council will filter information collected under Measure 7.1 to identify private assets. <b>The Council will record the location and condition of private assets in the course of its general inspection work.</b>	Ongoing	Council Revenue	✓
8.2	<b>Develop technical advice for owners to guide them in preparing local maintenance plans</b>	Improving knowledge of the location and condition of private drainage assets, acquired through Measures 1.1 and 1.3, will allow the Council to suggest appropriate proactive maintenance measures to reduce the risk of flooding to themselves and adjacent landowners. Maintenance plans will manage and maintain both the efficient flow of water in the watercourse and a healthy and attractive bio diverse environment in all water bodies in private ownership. <b>A general advice note on riparian rights and responsibilities will be produced with bespoke advice produced for individual owners of assets with high flood risk.</b>	November 2016	Council Revenue	✓
8.3	<b>Establish risk-based consenting and designation processes</b>	The council will need to consider how it uses the powers available to it to formally "designate" (See Measure 1.3). The council will need to determine how it uses the powers available to formally "consent" works in ordinary watercourses, which may have an effect on the flow of water in the watercourse. <b>The council does not currently propose to carry out legal consenting of such works and will manage applications for works in watercourses via an "informal" approval process.</b> The process will be reviewed annually to assess its suitability and effectiveness.	Ongoing	Council Revenue	✓

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### 7.3.9 Objective 9 - Establish a robust policy on water management and use available information on flood risk to assess the suitability of the allocation of sites for different land uses through the Local Development Framework process

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
9.1	<b>Use available information on flood risk to identify appropriate development potential</b>	The council, as Planning Authority, has a responsibility to direct development towards areas where flood risk is lowest and any proposed development is appropriate to the flood risk present at the site. An increasing amount of evidence is available to identify and quantify the flood risk that exists across the district. The evidence base for flood risk will be used alongside environmental, social and financial factors to determine sustainable solutions for local issues. The relevant previous and developing plans and strategies are referenced in Section 5.1 of this strategy. <b>The Councils Local Plan has allocated sites for development, informed by advice from the LLFA on levels and location of flood risk</b>	Ongoing	Council Revenue	✓

### 7.3.10 Objective 10 - Maximise opportunities to reduce surface water run-off from the upper catchments

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
10.1	<b>Develop proposals to engage with significant landowners to employ land management techniques and initiatives which help to reduce the rate of surface water run-off</b>	The south-western side of the district lies in the foothills of the South Pennines, providing substantial parts of the upper catchments for the rivers Colne and Dearne. Much of the Colne catchment is managed to provide a regular water supply to several large reservoirs, operated by Yorkshire Water, but significant areas provide opportunities through different land management practices to retain rainwater where it falls, delaying its entry to, or reducing the rate it enters, the river system. Innovative initiatives and supportive landowners are vital to achieving worthwhile reductions in surface water run-off rates. A significant part of the upper Calder catchment lies within the South Pennines Moors SAC/SPA and due regard will be paid to the particular requirements for any proposal having an effect on the water environment in the area. The Yorkshire Peak Partnership is carrying out complementary work and may be a useful source of information. <b>There is an increasing level of national support for the interventions that might change the drainage characteristics of the upper catchments. Pilot projects are ongoing to look at options and benefits. Kirklees can play a significant role in influencing the amount of water carried down to vulnerable communities on the Calder/Aire/Humber. The council will look at opportunities to work with landowners and partners to develop specific proposals.</b>	Ongoing	Council Revenue	✓

## 7.3.11 Objective 11 - Identify projects and programmes which are affordable, maximising capital funding from external sources

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
11.1	<b>Develop a pragmatic programme of schemes and initiatives which are likely to be funded through the National Grant in Aid and Local Levy Programmes</b>	The strategy describes a suite of measures which can be taken to manage local flood risk. Some measures are more affordable than others with larger capital improvement schemes offering the greatest challenges for funding. The national funding administered by the Environment Agency targets schemes with evidenced high risk of property flooding, preferably with contributory funding from partners and stakeholders benefiting from the scheme. The council's immediate priorities, using the outputs from the SWMP/ prioritisation work carried out under <b>Measure 1.6</b> , are to establish an evidence base for the location and the extent of the risk of local flooding, quantify the size and potential effect of the risk and then identify costed options for appropriate and affordable mitigation measures. A programme of suitable projects which may attract capital funding will gradually develop over time. <b>The council will deliver the actions in Measure 1.6 to identify projects for the higher priority areas in the district.</b>	Ongoing	Council Revenue (Develop), Local Levy/ FDGiA (Deliver)	Partial
11.2	<b>Develop and implement a policy on de-culverting, consistent with Local Plan policies.</b>	The district has a high proportion of natural water courses carried in stone culverts as a result of its industrial legacy and the gradual urbanisation of its settlements. The condition, limited capacity and location can combine to create local sources of flood risk. The Local Plan will contain a policy relating to water management encouraging re-opening of culverts. <b>The Council will look for opportunities to de-culvert and return culverted watercourse back to open channel, reducing flood risk and re-establishing biodiversity benefits.</b>	Ongoing)	Council Revenue	✓
11.3	<b>Determine all other funding sources, Council, partners and other external, and maximise "match-funding"</b>	The funding of proposals set out in this strategy is covered in detail in Section 7. <b>The council will maximise the use of external funding sources to supplement the Councils available revenue and capital budgets for flood management and drainage</b>	Ongoing	Council Revenue	✓

## Kirklees Local Flood Risk Management Strategy

### 7.3.12 Objective 12 - Ensure local FRM knowledge is aligned with the Councils emergency planning procedures

Measure	Actions Proposed	Description and Benefits of Carrying out the Measure	Progress	Funding	
				Source	In Place
12.1	<b>Embed the LFRMS into response and recovery plans and use developing knowledge on flood risk to “tune” emergency procedures</b>	The Corporate Safety and Resilience team have responsibility for the council's management of flood incidents affecting Kirklees communities. Any action required to manage the incident and its aftermath is co-ordinated through the council's Major Incident Plan. The new responsibilities outlined in the LFRMS will create an improving evidence base to target where council resources may be best deployed if a severe area-wide flooding event occurs. Post-flooding feedback will add to the information held by the Flood Management team to provide an ever-improving record of local flood risk. <b>The Council's new responsibilities and current records will be embedded in the Major Incident Plan where appropriate and updated when necessary.</b>	Ongoing	Council Revenue	✓



## 8 What is the Flood Risk in Kirklees?

The topography and hydrological characteristics of the area have been described in Section 3.2 and it is clear that flood risk across the district is complex and varied. It is imperative that the Strategy explains in simple terms the source and size of flood risk in Kirklees. An increasing amount of evidence is available to explain the general levels of risk from a variety of sources, some of which are managed by the Council and some by others. This section of the Strategy will bring together available information on local flood risk, summarise the main issues across the district and explain how the information will be used to help in a wider understanding of risk.

### Actual Flooding/ Predicted Flooding

Stakeholders who have experienced **previous flooding** to land or property readily understand the value of initiatives which mitigate the risk of flooding occurring again.

One of the challenges of local FRM is to find effective ways of explaining future, **predicted flood risk** ie flooding which hasn't happened yet but may happen if measures are not put into place now to prevent it.

### 8.1 Available Evidence/Assessments of Flood Risk

Various plans and risk assessments produced over the last 10 years present local flood risk in a variety of ways. The following table summarises the plans and evidence:

Plan/ Evidence Source	Date	Description of Evidence	Rainfall Probability (%)	Properties flooded or predicted to flood
Summer 2007 Flooding	2007	The severe flooding in 2007 was the worst in living memory. Around 200 flooded properties were reported to the Council but it is estimated that up to 500 across the district flooded. Most of the flooding was attributed to surface water.	0.5	500
Calder Valley SFRA	2008	River mapping of the Calder catchment in Kirklees, Wakefield and Calderdale to support land-use decisions in the Councils planning processes. Flooding predictions is from fluvial sources and excludes surface water.	1	16,500 (Calder Catchment) 4,500 (Kirklees – estimated)
Calder CFMP	2010	Most recent EA assessment of fluvial risk providing an overview of flood risk in the Calder catchment.	1	10,300
Don CFMP	2010	The Don CFMP includes assessment of fluvial flood risk in the Upper Dearne Valley which covers around 15% of the area of the district	1	250
Defra allocation of funding	2010	Defra used the available evidence on predicted flood risk to allocate funding for new FRM duties in a proportionate way. Kirklees ranked 55 <sup>th</sup> out of 149 LLFA's for overall flood risk. Excluding London Boroughs and Counties, Kirklees ranked 7 <sup>th</sup> behind Hull, Birmingham, Brighton, Doncaster, Leeds and Leicester.	0.5	15,000 (surface water) 12,000 (fluvial)
PFRA/ Surface Water Maps	2011	The PFRA produced under the European Flood Risk Regulations was a high level overview of surface water flood risk across the district.	0.5	15,900

The calculation of future flood risk is complex and approximate. However, it is reasonable to assume that **a minimum of 20 - 25,000 properties in Kirklees are at risk of flooding from a rainfall event with a 0.5% annual chance of occurring**. Other infrastructure such as roads, bridges and public utility buildings would also be affected. **With a conservative estimate of £25,000 recovery/repair costs per property, such a rainfall event could cost the local economy in excess of £700million**. In reality, the more realistic scenario is that a severe rainfall event would affect only part of the district. **However, an event affecting 10% of the district could still cause £70million of damage**.

Increasing economic and social pressures to develop previously undeveloped land, the progression of urban creep (the increase in impermeable surfaces around existing infrastructure) and the effect of climate change in increasing the chance of disruptive rainfall events occurring, will combine to create a worsening situation in the district unless we develop and implement measures to address flood risk.

The properties and infrastructure at risk from flooding are scattered across the district, albeit most will be located in the valley bottoms close to rivers and minor watercourses. The broad geographical areas of concern are listed in the following section.

### 8.2 Areas at Risk from Future Flooding (Fluvial and Surface Water)

Using the evidence from previous flood incidents and predicted future flooding, the areas which are most at risk are as follows:

Area	Area Description	Main Sources of Flooding	Estimated No. of Properties Affected (0.5% AEP)
Huddersfield	Leeds Road Corridor (Between Bradley Mills Rd and Whitacre St)	River Colne, Surface Water	5000
Huddersfield	Aspley (Wakefield Rd/ Firth St)	River Colne, Surface Water	1800
Huddersfield	Dalton, Fenay Bridge (Waterloo Rd to Albany Rd)	Fenay Beck, Surface Water	500
Holme Valley	Holmfirth, Honley, Brockholes, New Mill (Most centres near to River Holme and New Mill Dyke)	River Holme, Surface Water	2500
Dearne Valley	Denby Dale, Scissett, Clayton West (Adjacent to River Dearne and Clayton Dyke)	River Dearne, Surface Water	600
Batley	Bradford Road Corridor (Batley Beck)	Batley Beck, Surface Water	1600
Marsden	Town Centre	River Colne, Surface Water	700
Dewsbury	Ravensthorpe (Huddersfield Rd)	River Calder, River Spen	2000

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Dewsbury	Savile Town, (Savile Rd + commercial props)	River Calder, Surface Water	500
Thornhill	Thornhill Lees (Victoria Rd area)	Surface Water	400
Thornhill	Thornhill Rd	River Calder	300
Spenn Valley	Liversedge, Cleckheaton, Oakenshaw	River Spenn, Surface Water	3000
Mirfield	Lower Hopton	River Calder, Surface Water	500
Kirkburton	Town Centre, Penistone Road	Dean Bottom Dike, Surface Water	200
Meltham	Town Centre	Meltham Dike, Surface Water	200
Slaithwaite	Town Centre	River Colne, Crimble Clough, Surface Water	200
		<b>Total No. of Properties Affected in the Main Settlements</b>	<b>20000</b>

### 8.3 Recent and Current Works Programme

Measure 11.1 outlined in Section 7 provides a rolling programme of affordable, funded schemes and initiatives which will help to reduce flood risk in the district. Initiatives based on recent flooding are already being developed and the table below shows some of the programme of work the Council has completed, or is in development.

Initiative	Date	Description	Number of properties at risk
Trash Grille Replacement	Spring 2014	New or updated trash grilles installed to protect highway-maintained culverted watercourses. Total of 34 grilles completed.	200+
Ex-Mill Ponds Survey	Spring 2014	Detailed surveys carried out to understand the flood risk associated with "orphaned" mill ponds. Suggested maintenance plans sent to owners	300+
Ox Field Beck, Dalton	Spring 2014	Desilting to beck to reduce flood risk to properties	3
New Mill Road, Brockholes	Autumn 2014	Option appraisal for defence works to river Holme	5
Various Flood Studies	2014 ongoing	Studies to understand flood risks at Dearne Valley, Cleckheaton, Liversedge, Dewsbury, Batley, Holmfirth, Honley and others	1000+
A62 Leeds Road, Huddersfield	2014 ongoing	Study looking at options to protect properties along the corridor from flooding from the river Colne	200+
Culvert repairs	2015 ongoing	6 year, £1.5 million programme to repair/replace ancient culverts	1000+
Property Cluster programme	2015 ongoing	A rolling programme of small schemes to address the flood risk at the highest risk properties	1000+
Ravensthorpe and Mirfield Flood Risk Study	2016 ongoing	A study to understand the viability and affordability of defending properties from flooding from the river Calder	1000+

### 8.4 Explanation of the Risk

Numerical calculation of flood risk is important if resources are to be prioritised for those locations where the risk of flooding to properties is highest. The Environment Agency also expect risk calculations to support bids for capital funding for FRM projects, providing evidence for the benefits from the proposed works. However, risk probabilities do not easily convey the uncertainties around flooding and the vulnerability property owners and communities might face. **Measure 2.2 outlined in Section 7** will develop simpler definitions of “the chance of flooding” which are easily understood by the general public and highlight but don’t unnecessarily exaggerate the risk.

#### Key Points: Flood Risk in Kirklees

- A minimum of 20-25,000 properties in Kirklees are at risk from a flood event with a 0.5% annual chance of occurring
- The locations of potential flooding are widespread and the mechanisms varied
- Calculation of risk is complex and imprecise. Simpler representations of flood risk will be developed

### 9 How and When will we Review the Strategy?

The Strategy will provide the framework for the Council's delivery of its flood risk management responsibilities. It is a "living document" which will develop as new information, expertise and resources influence the delivery of the measures outlined in the strategy. The strategy will be monitored by officers at the regular **Kirklees Flood Partnership Meetings** and progress against the measures assessed by local members through an annual report to the Councils **Development and Environment Overview and Scrutiny Panel**.

Issues discussed at previous annual Scrutiny reviews include:

- Review of the efficiency and appropriateness of the Council's highway gully emptying operation
- Encouragement to prioritise community engagement to share knowledge on flood risk, asset information and responsibilities, with the general aim to encourage self-help
- Sharing information more widely with local members on a ward basis – providing an overview of local sources of flood risk, previous work carried out and future work planned

The Strategy has been developed to deliver a short to medium term (3-5 years) improvement plan to establish a sound evidence and knowledge base to develop a longer-term investment programme for FRM measures across the district.

It is anticipated that the Strategy will become more focussed on the delivery of an affordable and funded capital programme of FRM works in the longer term (5-10 years).



### 10 A Sustainable Approach – Balancing Social, Economic and Environmental Needs

The focus on the Kirklees LFRMS is to reduce flood risk from local sources where it threatens private property and public infrastructure. The Council is also committed to maximising opportunities to carry out sustainable flood risk reduction in ways which complement national and council environmental priorities, are affordable and recognise social demographic differences across the district, delivering flood risk reduction across all its vulnerable communities. Measures which explicitly use a sustainable approach include:

- **Assessment of high flood risk locations (Measure 1.6)** – The SWMP/ prioritisation tool considers all relevant factors in determining the most appropriate approach
- **Publish and distribute information explaining responsibilities, local flood risk, property protection/resilience etc (Measure 3.2)** – Advice on measures that could be taken will be sensitive to the local environment
- **Establish the LLFA's role as a Statutory Consultee to Planning (Measure 5.3)** – The LLFA will embrace national guidance on the encouragement and maintenance of SUDS. The guidance offers clear advice on the balance of managing surface water run-off with the maintenance and improvement of the local water environment.
- **Ensure the environmental consequences of implementing the LFRMS are considered against the technical, economic and social benefits (Measure 6.1)** – The Strategy has undergone a thorough assessment against the Strategic Environmental Assessment (SEA) and Habitats Regulations
- **Embed policies from local River Basin Management Plans, local environmental policies and “European” protected sites into FRM procedures and programmes (Measure 6.2)** – A Kirklees environmental management plan for FRM measures will be developed to ensure a consistent and comprehensive approach across all measures
- **Develop an affordable cyclical maintenance regime based on risk (Measure 7.2)** – Watercourses will be maintained as “green corridors” as well as surface water drains
- **Develop technical advice for owners to guide them in preparing local maintenance plans (Measure 8.2)** – Advice will be provided to riparian owners to allow them to maintain their watercourses in a way that is sensitive to the local water environment
- **Use available information on flood risk to identify appropriate development potential (Measure 9.1)** – The increasing evidence base for flood risk will allow the Planning Authority to make informed judgements on appropriate land allocations which are sensitive to all environmental, social and economic issues
- **Develop proposals to engage with significant landowners to employ land management techniques and initiatives which help to reduce the rate of surface water run-off (Measure 10.1)** – The Council has a responsibility as an LLFA located within the upper catchment to investigate how the undeveloped rural/moorland areas can be managed to retain/ infiltrate rainfall at source
- **Develop and implement a policy on de-culverting (Measure 11.2)** – Every opportunity will be taken to return culverted watercourses to open watercourse where there are clear environmental and hydraulic benefits



### **11 Consistency with the National Strategy**

Recent legislation implies strong partnership working as a prerequisite in delivering more effective flood risk management. The National Strategy sets out the Environment Agency's priorities and it is vital that the Kirklees LFRMS supports those aspirations with complementary measures. Section 5 of this strategy references the main policies and measures suggested in the National Strategy ensuring that they are included within the general objectives for the Local Strategy.

The Environment Agency is represented on the steering group for the Kirklees LFRMS and is a statutory consultee. Following the approval and adoption of the Strategy as a Council plan it is intended to check continuing adherence of the LFRMS with the National Strategy at the regular Kirklees Flood partnership meetings.





**Name of meeting:** Cabinet and then Council

**Date:** 17<sup>th</sup> January 2017 then Council 18<sup>th</sup> January 2017

**Title of report:** Calculation of Council Tax Base 2017/18

Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes. The calculation of the council taxbase affects all wards in the Kirklees area
Is it in the <a href="#">Council's Forward Plan</a> ?	Yes
Is it eligible for "call in" by <a href="#">Scrutiny</a> ?	No
<b>Date signed off by Service Director &amp; name</b>	Debbie Hogg – Assistant Director – Financial Management, Risk, IT and Performance – 5 January 2017
<b>Is it signed off by the Assistant Director –Financial Management, Risk, IT and Performance?</b>	Yes
<b>Is it signed off by the Assistant Director – Legal, Governance &amp; Monitoring?</b>	Julie Muscroft – 6 January 2017
<b>Cabinet member <a href="#">portfolio</a></b>	Cllr Graham Turner

**Electoral [wards](#) affected:** All

**Ward councillors consulted:** N/A

**Public or private:** Public

## 1. Purpose of report

To seek approval of the Council for the various taxbases which will apply to the Kirklees area for the financial year 2017/18 in connection with the council tax. The Council is also required to confirm the continuation of the current local Council Tax Reduction Scheme (CTRS) (agreed at full Council on the 14<sup>th</sup> January 2015).

## 2. Key points

Section 67(2) of the Local Government Finance Act 1992 requires that the tax base for council tax should be approved by the Authority (i.e. the Council).

The regulations covering setting the taxbase are covered and updated under Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012.

**Members should be aware of the provisions of Section 106 of the Local Government Finance Act 1992, which applies to members where –**

- (a) they are present at a meeting of the Council, the Cabinet or a Committee and at the time of the meeting an amount of council tax is payable by them and has remained unpaid for at least two months, and
- (b) any budget or council tax calculation, or recommendation or decision which might affect the making of any such calculation, is the subject of consideration at the meeting.

In these circumstances, any such members shall at the meeting and as soon as practicable after its commencement disclose the fact that Section 106 applies to them and shall not vote on any question concerning the matter in (b) above. It should be noted that such members are not debarred from speaking on these matters.

Failure to comply with these requirements constitutes a criminal offence, unless any such members can prove they did not know that Section 106 applied to them at the time of the meeting or that the matter in question was the subject of consideration at the meeting.

In determining the level of local taxation, each local authority calculates a tax base annually so that, once the level of expenditure has been approved, the determinations of the level of local taxation becomes an arithmetical exercise.

The council tax base for an authority is the amount of income which would be received by levying a council tax of £1.00 on band D properties and taking into account the differential rates which would be applied to properties in the other bands.

In view of the fact that there are Parish and Town precepts, it is necessary to calculate a taxbase for:

- a) the whole of Kirklees; and
- b) each parish and town council area

The valuation listing received from the Inland Revenue places each domestic property in Kirklees into one of eight valuation bands.

In order to calculate the taxbase, the following factors must be taken into account and applied to the valuation bandings:

- a) Fixed ratios between valuation banding;
- b) Number of exempt properties;
- c) Number of properties eligible for a discount;
- d) Number of appeals against bandings which will be successful;
- e) Number of new properties which will be added to the list during the year; and
- f) Council Tax Reduction Scheme (CTRS) - continuing the same scheme as 2016/17 at 20%

g) An allowance for losses on collection.

For the purpose of calculating the taxbases, it should be noted that a collective adjustment has been made to the current taxbase as at 30 November 2016 116,961.47 for factors d, e, f, and g) above. The overall collective adjustment for 2017/18 has been calculated at 1.359490438% to take into account the above listed factors and adjustments in the taxbase. The council taxbase as set out in the report will be used to inform the demand on collection fund amount to be considered at full budget Council on 15 February 2017.

The Council will adopt an additional annual percentage increase in council tax as a result of the Adult Social Care precept; this is in line with the percentage allowed by Government. The decision on the precept will be decided by Council on the 15 February 2017.

It is recommended that the 2017/18 taxbase for the whole of Kirklees area, and the taxbases for the five Parish and Town council areas be approved as follows:

Whole of Kirklees	115,371.39
Denby Dale	5,630.20
Holme Valley	9,787.38
Kirkburton	8,761.33
Meltham	2,707.33
Mirfield	6,515.37

In order to demonstrate the methodology used in the calculation, the Appendices shows the current number of properties in each band, the current effect of discounts, exemptions and the collective adjustment referred to earlier in the report. This is broken down into the Whole of Kirklees and the five Parish and Town council areas above.

### **3. Implications for the Council**

The decision to agree the tax base determines the levels of income received by the Council through the levy of council tax for residents of Kirklees.

### **4. Council Priorities**

The setting of the taxbase is related to the annual budget process.

### **5. Legal implications**

The Council must consider any legislative changes as part of the council taxbase setting process, as any changes will materially affect the council taxbase. Any legislative changes (if any) have been considered and incorporated in the council taxbase setting process.

### **6. Equality and Diversity**

The setting of the taxbase is related to all domestic properties in Kirklees and is not based on individual circumstances. It applies to every property.

## 7. Consultees and their opinions

Debbie Hogg – Assistant Director – Financial Management, Risk, IT and Performance, Eamonn Croston, Strategic Council Finance Manager and Councillor Graham Turner support the calculations and judgments made in determining the taxbase.

## 8. Next steps

- Cabinet to agree council tax base
- Full Council to agree and approve the report
- Agree the level of council tax base for 2017/18

## 9. Officer recommendations and reasons

It is recommended that the 2017/18 taxbase for the whole of the Kirklees area, and the taxbases for the five Parish and Town council areas be approved as follows:

Whole of Kirklees	115,371.39
Denby Dale	5,630.20
Holme Valley	9,787.38
Kirkburton	8,761.33
Meltham	2,707.33
Mirfield	6,515.37

These figures are based on the current CTR scheme. If there are any member alterations to the taxbase figures then continued delegated powers be given to Assistant Director – Financial Management, Risk, IT and Performance to adjust taxbase to reflect any changes made.

### 9.1 CTR Parish Grant

Agree to pass on the full Government CTR grant to Town and Parish Councils at the same level as previous years, despite caseload falling as set out in the table below.

	CTR Parish Grant
<b>Parish split for 2017/18 based on original allocation</b>	<b>£71,733.00</b>
Denby Dale	£17,609.73
Holme Valley	£19,820.23
Kirkburton	£19,039.91
Meltham	£7,054.13
Mirfield	£8,209.01
	<b>£71,733.00</b>

If there are any member alterations to the taxbase figures then continuing delegated powers be given to Assistant Director – Financial Management, Risk, IT and Performance to adjust tax base to reflect any changes made. Also for the

calculation of the taxbase pursuant to Section 3 1B(1) and S 67 (1) & (2A) of the Local Government Finance Act 1992. This will be new S151 officer under the new structure.

#### **10. Cabinet portfolio holder recommendation**

It is recommended that full Council approve the taxbase report for 2017/18.

#### **11. Contact officer and relevant papers**

Steve Bird – Head of Welfare and Exchequer Services

Mark Stanley – Senior Manager Welfare and Exchequer Services

#### **12. Assistant Director responsible**

Debbie Hogg – Assistant Director – Financial Management, Risk, IT and Performance

**Kirklees Metropolitan Council**

**Council Tax Base Calculation for whole of Kirklees 2017/2018**

Tax Band (1)	Number of Properties (2)	Number of Exempt Properties (3)	Number of Taxable Properties (4)	Number of Properties with Discounts Equated to 25% Discount (5)	Reduction in Tax Base due to Council Tax Reduction (6)	Number of Properties with Empty premium Equated to 50% extra charge (7)	Effect of Discounts & Empty premium on Number of Taxable Properties (8)	Fixed Ratio (9ths) (9)	Band 'D' Equivalent (10)	
Band A Disabled	105	0	105	8.50	22.97	0.00	73.53	5	40.85	
A	83,925	2,931	80,994	10,274.50	19,311.25	225.50	51,632.87	6	34,421.92	
B	34,340	808	33,532	2,983.50	3,610.51	60.50	26,998.49	7	20,998.83	
C	31,279	651	30,628	2,088.50	1,881.27	38.00	26,696.23	8	23,729.98	
D	16,435	339	16,096	884.75	563.26	15.00	14,662.99	9	14,662.99	
E	11,223	95	11,128	466.25	228.35	10.50	10,443.90	11	12,764.77	
F	5,056	26	5,030	211.00	49.92	8.50	4,777.58	13	6,900.95	
G	2,070	17	2,053	86.50	22.63	4.50	1,948.37	15	3,247.28	
H	110	3	107	10.00	0.05	0.00	96.95	18	193.90	
	184,543	4,870	179,673	17,013.50	25,690.21	362.50	137,330.91		116,961.47	
Less : collective adjustment									1.3594904%	1,590.08
Council Tax Base for KMC - Chargeable Dwellings Band 'D' Equivalent									<b>115,371.39</b>	1p rounding

**APPENDIX A**

2017/2018  
Less : collective  
adjustment

Based on Option 4 114,519.2 (before  
CTR 134,485.2) Losses 2.8517751

**APPENDIX E**

For comparison  
2016/2017  
Less : collective  
adjustment

0.02851775

0.028517751

285.18%

2016/2017  
% increase

Band 'D' Equivalent (10)	
41.77	-2.21%
33,532.75	2.65%
20,673.38	1.57%
23,384.11	1.48%
14,454.61	1.44%
12,430.06	2.69%
6,675.31	3.38%
3,140.47	3.40%
186.74	3.83%
114,519.20	2.13%
3,265.83	-51.31%
<b>111,253.37</b>	<b>3.70%</b>

2017/2018  
Less : collective  
adjustment

For comparison  
2016/2017  
Less : collective  
adjustment

2016/2017  
% increase

Tax Band	Number of Properties	Number of Exempt Properties	Number of Taxable Properties	Number of Properties with Discounts Equated to 25% Discount	Reduction in Tax Base due to Council Tax Reduction	Number of Properties with Empty premium Equated to 50% extra charge	Effect of Discounts & Empty premium on Number of Taxable Properties	Fixed Ratio (9ths)	Band 'D' Equivalent	Band 'D' Equivalent	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(10)	
Band A Disabled	5	0	5	0.25	1.49	0.00	3.26	5	1.81	1.90	-4.74%
A	1,932	34	1,898	222.00	380.63	5.50	1,300.87	6	867.25	863.89	0.39%
B	1,218	17	1,201	115.50	95.69	3.00	992.81	7	772.19	761.64	1.39%
C	1,191	6	1,185	82.25	54.57	1.00	1,049.18	8	932.60	914.39	1.99%
D	1,401	9	1,392	72.50	33.17	1.00	1,287.33	9	1,287.33	1,258.67	2.28%
E	903	5	898	34.00	11.90	1.50	853.60	11	1,043.29	1,029.50	1.34%
F	384	1	383	19.75	4.60	0.00	358.65	13	518.05	495.99	4.45%
G	163	0	163	5.50	1.63	0.00	155.87	15	259.78	245.87	5.66%
H	13	0	13	0.25	0.00	0.00	12.75	18	25.50	26.00	-1.92%
	7,210	72	7,138	552.00	583.68	12.00	6,014.32		5,707.80	5,597.85	1.96%
Less : collective adjustment									1.3594904%	77.60	
Council Tax Base for Denby Dale Parish Council - Chargeable Dwellings Band 'D' Equivalent									5,630.20	5,438.21	3.53%

Kirklees Metropolitan Council

Council Tax Base Calculation for area of Holme Valley 2017/2018

APPENDIX C

2017/2018  
Less : collective  
adjustment

APPENDIX G

For comparison  
2016/2017  
Less : collective  
adjustment

2016/2017  
% increase

Tax Band	Number of Properties	Number of Exempt Properties	Number of Taxable Properties	Number of Properties with Discounts Equated to 25% Discount	Reduction in Tax Base due to Council Tax Reduction	Number of Properties with Empty premium Equated to 50% extra charge	Effect of Discounts & Empty premium on Number of Taxable Properties	Fixed Ratio (9ths)	Band 'D' Equivalent	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
Band A Disabled	5	0	5	0.50	1.53	0.00	2.97	5	1.65	
A	2,712	51	2,661	340.25	498.50	13.00	1,835.25	6	1,223.50	
B	2,158	37	2,121	208.50	133.71	7.50	1,786.29	7	1,389.34	
C	2,578	23	2,555	190.75	114.79	6.50	2,255.96	8	2,005.30	
D	1,648	16	1,632	94.75	45.25	1.00	1,493.00	9	1,493.00	
E	1,647	15	1,632	72.50	26.73	2.50	1,535.27	11	1,876.44	
F	915	3	912	31.25	4.02	0.50	877.23	13	1,267.11	
G	403	1	402	13.25	5.19	1.00	384.56	15	640.93	
H	13	0	13	0.50	0.00	0.00	12.50	18	25.00	
	12,079	146	11,933	952.25	829.72	32.00	10,183.03		9,922.27	
Less : collective adjustment									1.3594904%	134.89
Council Tax Base for Holme Valley Parish Council - Chargeable Dwellings Band 'D' Equivalent										9,787.38

Band 'D' Equivalent	
(10)	
1.51	9.27%
1,182.37	3.48%
1,372.77	1.21%
1,964.20	2.09%
1,473.87	1.30%
1,833.22	2.36%
1,231.14	2.92%
623.88	2.73%
25.00	0.00%
9,707.96	2.21%
276.85	-51.28%
<b>9,431.11</b>	<b>3.78%</b>

2017/2018  
Less : collective  
adjustment

For comparison  
2016/2017  
Less : collective  
adjustment

2016/2017  
% increase

Tax Band	Number of Properties	Number of Exempt Properties	Number of Taxable Properties	Number of Properties with Discounts Equated to 25% Discount	Reduction in Tax Base due to Council Tax Reduction	Number of Properties with Empty premium Equated to 50% extra charge	Effect of Discounts & Empty premium on Number of Taxable Properties	Fixed Ratio (9ths)	Band 'D' Equivalent	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
Band A Disabled	2	0	2	0.25	0.75	0.00	1.00	5	0.56	
A	2,331	139	2,192	274.75	404.09	8.50	1,521.16	6	1,014.10	
B	1,984	22	1,962	203.25	145.92	2.50	1,615.33	7	1,256.37	
C	2,478	16	2,462	172.25	105.77	3.50	2,187.48	8	1,944.43	
D	1,748	103	1,645	93.25	34.68	1.50	1,518.57	9	1,518.57	
E	1,369	5	1,364	55.25	15.88	0.50	1,293.37	11	1,580.79	
F	717	2	715	25.25	6.88	0.50	683.37	13	987.09	
G	343	2	341	11.00	1.00	0.50	329.50	15	549.17	
H	17	0	17	1.50	0.00	0.00	15.50	18	31.00	
	10,989	289	10,700	836.75	714.97	17.50	9,165.28		8,882.08	
Less : collective adjustment									1.3594904%	120.75
Council Tax Base for Kirkburton Parish Council - Chargeable Dwellings Band 'D' Equivalent										8,761.33

Band 'D' Equivalent	
(10)	
0.53	5.66%
993.30	2.09%
1,247.80	0.69%
1,928.32	0.84%
1,503.28	1.02%
1,571.67	0.58%
948.64	4.05%
533.58	2.92%
30.00	3.33%
8,757.12	1.43%
249.73	-51.65%
<b>8,507.39</b>	<b>2.98%</b>

2017/2018  
Less : collective  
adjustment

For comparison  
2016/2017  
Less : collective  
adjustment

2016/2017  
% increase

Tax Band	Number of Properties	Number of Exempt Properties	Number of Taxable Properties	Number of Properties with Discounts Equated to 25% Discount	Reduction in Tax Base due to Council Tax Reduction	Number of Properties with Empty premium Equated to 50% extra charge	Effect of Discounts & Empty premium on Number of Taxable Properties	Fixed Ratio (9ths)	Band 'D' Equivalent
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Band A Disabled	2	0	2	0.00	0.00	0.00	2.00	5	1.11
A	1,242	17	1,225	157.25	268.61	5.00	804.14	6	536.09
B	527	3	524	47.50	37.19	0.50	439.81	7	342.07
C	927	9	918	61.25	33.08	1.00	824.67	8	733.04
D	385	1	384	20.00	8.17	0.50	356.33	9	356.33
E	405	1	404	15.50	5.77	0.00	382.73	11	467.78
F	151	1	150	6.00	0.59	0.50	143.91	13	207.87
G	56	0	56	1.00	0.69	0.50	54.81	15	91.35
H	5	0	5	0.50	0.00	0.00	4.50	18	9.00
	3,700	32	3,668	309.00	354.10	8.00	3,012.90		2,744.64

Less : collective adjustment 1.3594904%

37.31

Council Tax Base for Meltham Parish Council - Chargeable Dwellings Band 'D' Equivalent

2,707.33

Band 'D' Equivalent	
(10)	
1.11	0.00%
519.41	3.21%
333.05	2.71%
718.08	2.08%
351.94	1.25%
468.32	-0.12%
195.91	6.10%
84.17	8.53%
4.50	100.00%
2,676.49	2.55%
76.33	-51.11%
2,600.16	4.12%

2017/2018  
Less : collective  
adjustment

Tax Band	Number of Properties	Number of Exempt Properties	Number of Taxable Properties	Number of Properties with Discounts Equated to 25% Discount	Reduction in Tax Base due to Council Tax Reduction	Number of Properties with Empty premium Equated to 50% extra charge	Effect of Discounts & Empty premium on Number of Taxable Properties	Fixed Ratio (9ths)	Band 'D' Equivalent
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Band A Disabled	5	0	5	0.50	0.00	0.00	4.50	5	2.50
A	2,531	45	2,486	356.00	584.04	9.50	1,555.46	6	1,036.97
B	1,484	14	1,470	155.75	136.26	2.50	1,180.49	7	918.16
C	2,572	18	2,554	188.25	124.04	1.50	2,243.21	8	1,993.96
D	1,117	6	1,111	61.50	21.37	0.50	1,028.63	9	1,028.63
E	773	2	771	36.25	11.69	0.50	723.56	11	884.35
F	358	1	357	13.00	4.06	0.00	339.94	13	491.02
G	147	1	146	5.75	1.00	0.00	139.25	15	232.08
H	12	2	10	1.25	0.00	0.00	8.75	18	17.50
	8,999	89	8,910	818.25	882.46	14.50	7,223.79		6,605.17
Less : collective adjustment									1.3594904%
Council Tax Base for Mirfield Parish Council - Chargeable Dwellings Band 'D' Equivalent									89.80
									<b>6,515.37</b>

For comparison  
2016/2017  
Less : collective  
adjustment

2016/2017  
% increase

Band 'D' Equivalent	
(10)	
2.37	5.49%
1,016.71	1.99%
902.46	1.74%
1,973.94	1.01%
1,010.60	1.78%
860.92	2.72%
466.80	5.19%
229.50	1.12%
17.50	0.00%
6,480.80	1.92%
184.82	-51.41%
<b>6,295.98</b>	<b>3.48%</b>

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## **COUNCIL MEETING**

**Wednesday 18 January 2017**

### **Written Questions**

**(1) Questions by Councillor Cahal Burke to the Cabinet Member for Community Cohesion and Schools (Councillor Ahmed)**

“The Government is proposing the introduction of a new national funding formula from 2018-19, with schools across England facing real-term cuts of £3 billion over the next 4 years, including schools in Kirklees.

Can the Cabinet Member advise whether the Council has a strategy in place to support our local schools and alleviate the pressure as a result of the funding cuts?”

**Cabinet Member to Respond**

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**Name of meeting:** Council

**Date:** 18 January 2017

**Title of report:** Ad Hoc Scrutiny Panel - Children's Services  
Findings Report

Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Not applicable
Is it in the <a href="#">Council's Forward Plan</a> ?	Not applicable
Is it eligible for "call in" by <a href="#">Scrutiny</a> ?	Not applicable
Date signed off by <a href="#">Director</a> & name	
Is it signed off by the Director of Resources?	n/a
Is it signed off by the Assistant Director - Legal & Governance?	Julie Muscroft
Cabinet member <a href="#">portfolio</a>	n/a

Electoral [wards](#) affected: N/A

Ward councillors consulted: N/A

Public / Private report: Public

## 1. Purpose of report

1.1 To present the findings report of the Ad Hoc Scrutiny Panel – Children's Services.

## 2. Key points

2.1 Following a request from the Chief Executive it was considered important that the work of the Children's Services Development Board was subject to the independent challenge of Overview and Scrutiny. Consequently in May 2016 the Overview and Scrutiny Management Committee established the Ad Hoc Scrutiny Panel - Children's Services with the terms of reference set out below.

## **Terms of Reference of the Ad Hoc Scrutiny Panel**

1. To consider the work programme of the Children's Development Board within the Term of Reference set for it.
2. To challenge the prioritisation of the work of the Board and contribute ideas on the achievement of the programme.
3. To comment on the performance framework developed to provide oversight for the work of the Board.
4. To assist the portfolio holders for Children's Services in providing Councillor input to the development programme.
5. To consider the fit of identified development work with the developing Early Intervention and Prevention (EI&P) approach within New Council Programme.

The Panel met between May and October 2016 to carry out its work and is now taking its findings through the decision making process.

2.2 Appended to this report is the findings report of the Scrutiny Panel. A summary of the recommendations arising from the investigation is set out on pages 36 – 38. A copy of the Cabinet response and supporting narrative will circulated prior to the Council.

### **3. Implications for the Council**

The recommendations made by the Scrutiny Panel reflect and complement areas that have already been identified as a priority by the Council.

### **4. Consultees and their opinions - N/A**

### **5. Next steps**

The Overview and Scrutiny Management Committee will consider monitoring requirements to ensure agreed recommendations are implemented. The Committee will also determine the scrutiny arrangements for areas of follow up work identified in the findings report.

### **6. Officer recommendations and reasons**

That Council consider the findings of the AD Hoc Scrutiny Panel – Children's Services.

### **7. Cabinet portfolio holder recommendation**

Not applicable

### **8. Contact officer and relevant papers**

Penny Bunker, Governance and Democratic Engagement Manager

### **9. Assistant Director responsible**

Julie Muscroft, Assistant Director Legal, Governance and Monitoring

# **Report of Ad Hoc Scrutiny Panel - Children's Services**

**Governance & Democratic Engagement Service  
Civic Centre III  
High Street  
Huddersfield  
HD1 2TG**

**Tel: 01484 221000**

**Email: [scrutiny.governance@kirklees.gov.uk](mailto:scrutiny.governance@kirklees.gov.uk)**

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## **1. RATIONALE FOR THE REVIEW**

1.1 With the impending retirement of the Director for Children and Young People and the Assistant Director for Families and Child Protection in March 2016, a casework audit was commissioned to sample casework being undertaken by social workers within the Children and Young People's Directorate. This work commenced in August 2015, with the aim that the findings of the audit would help inform areas of focus for the new directorate leadership team. In addition to the appointment of a new Director for Children's Services and an Acting Assistant Director, Family Support and Child Protection, political leadership has also changed with the appointment of a new Cabinet Portfolio Holder in May 2015.

The audit identified an inconsistency in casework management and recording. This meant that when assessed against current Ofsted criteria, some cases were deemed inadequate. Furthermore the current performance monitoring data had not been sufficient to highlight these discrepancies at the earliest opportunity. The Chief Executive was clear that the inconsistencies needed to be addressed and practitioners provided with the necessary support and tools to meet the required standards for casework management. In addition, with the appointment of a new Director for Children and Young People to bring a fresh perspective to practice in Kirklees, there was an opportunity to undertake wider development work as part of embedding an updated framework. A Development Board, led by the Chief Executive was established to prioritise and take forward a programme of development work.

It was considered important that the work of the Development Board was subject to the independent challenge of Overview and Scrutiny. Consequently in May 2016 the Overview and Scrutiny Management Committee established the Ad Hoc Scrutiny Panel - Children's Services with a very specific focus, as set out in terms of reference below.

## **2. TERMS OF REFERENCE & METHODOLOGY**

### **2.1 Membership of the Ad Hoc Scrutiny Panel**

Councillor Julie Stewart -Turner (Chair)  
Councillor Robert Light  
Councillor Andrew Marchington  
Councillor Amanda Pinnock  
Reverend Richard Burge - Statutory Scrutiny Co-optee  
Dale O'Neill - Voluntary Scrutiny Co-optee

## **2.2 Terms of Reference of the Ad Hoc Scrutiny Panel**

The approved terms of reference of the Ad Hoc Scrutiny Panel - Children's Services are set out below:

1. To consider the work programme of the Children's Development Board within the Term of Reference set for it.
2. To challenge the prioritisation of the work of the Board and contribute ideas on the achievement of the programme.
3. To comment on the performance framework developed to provide oversight for the work of the Board.
4. To assist the portfolio holders for Children's Services in providing Councillor input to the development programme.
5. To consider the fit of identified development work with the developing Early Intervention and Prevention (EI&P) approach within New Council Programme.

The Task Group was supported by Penny Bunker and Yolande Myers from the Governance and Democracy and Governance Service.

## **2.3 How the work was carried out:**

The Panel used a range of methods to gather the evidence that has been used to inform this report. Between May and October 2016 the Panel held 11 meetings with the following people attending one or more meetings to give evidence on the work of the Development Board or one of the areas of focus:

Adrian Lythgo – Chief Executive (Chair of the Development Board)

Sarah Callaghan – Director for Children and Young People

Carly Speechley – Assistant Director, Family Support and Child Protection

Debbie Hogg – Assistant Director, Resources

Toni Traynor – Head of Service, Family Support and Child Protection

Bron Sanders – Independent Chair of Safeguarding Children Board (member of Development Board)

Chief Superintendent Steve Cotter – West Yorkshire Police ( member of Development Board)

Marion Gray - Learning and Organisational Development Manager

Catherine Harrison – Principal Social Worker and QA Manager

Carol Lancaster – Head of Programme ( Schools as Community Hubs)

Donald Cumming - Deputy Headteacher, Holmfirth High School

Site visits:

2 site visits were made to Family Support and Child Protection Services based at Riverbank Court, Huddersfield. One to meet with social work practitioners and a second to meet with first tier social work managers.

A visit was also made to the Multi Agency Safeguarding Hub also based at Riverbank Court, Huddersfield.

Supporting information:

The Ad Hoc Scrutiny Panel also considered a wide range of supporting information. This included the findings of the two part Munro Report, commissioned by national government to undertake an independent review of child protection.

The Ad Hoc Panel tracked the work of the Development Board through notes of meetings and the sharing of some performance information including data that enables managers to oversee aspects of casework management performance in line with practice expectations. A full list of the supporting information is attached at appendix 1 of this report.

### **3. BACKGROUND INFORMATION**

#### **3.1 Background to the Children's Services Development Board**

The aim of the Children's Services Development Board is to provide a focus on Children's Services as part of the Council's wider strategies. Kirklees Council is moving towards embedding a New Council model that requires all staff to deliver high quality services to support children, adults and communities and help them achieve the best outcomes in life. An integral part of the new council approach is early intervention and prevention which enables communities to do more for themselves whilst keeping vulnerable people safe.

3.2 The Council needs to ensure that staff within Children's Services are equipped with the correct skills, knowledge and management support to fulfil their role in shaping the future of children and young people. The Children's Services Development Board was established to:

- Drive the delivery of the Development Plan to ensure that the highest quality services are delivered to children in need of help and protection, looked after children and care leavers in Kirklees
- Ensure that practice standards are improved with the aim to achieve excellence in practice.
- To bring about cultural change in order to cement the necessary changes for the long term.

The Children's Services Development Board meets on a three weekly basis to oversee a programme of improvement work and is able to allocate additional resources where appropriate. Performance measures have been established to ensure the board is clearly focused on seeing progress against the desired outcomes in the identified improvement areas.

It is envisaged that the development process will take up to two years with phases of work being staggered. The initial focus is on compliance, timeframes and ensuring that the voice of the child is heard within cases.

3.3 The detailed objectives of the Children's Services Development Board are:

1. To provide the framework for the delivery of excellence in social care practice and provision of the highest quality services for children, young people and their families
2. To keep children and young people in Kirklees safe
3. To oversee the implementation of the Children's Services Improvement Plan and provide assurance that service risks are being managed and are reducing
4. To ensure identified actions are carried out in a timely manner and demonstrate positive impact on children
5. To ensure member oversight and challenge for the Plan
6. To steer managers to demonstrate effective management grip of Children's Services
7. To identify and agree key performance measures which will demonstrate impact
8. To challenge the pace and quality of progress, in terms of both actions and the impact of those actions
9. To revise and amend actions where necessary to accelerate improvement
10. To report progress on implementation of the Plan to the Council's Executive Management Team and ensure alignment with New Council governance arrangements.
11. To report progress of the Plan to Children's Services Portfolio holder Briefings, Kirklees Children's Safeguarding Board, the Children's Trust, Council Scrutiny Committee as appropriate
12. To identify and monitor key risks associated with the implementation of the Plan
13. To monitor the financial implications of the Plan
14. To communicate effectively with all teams, partner organisations and other stakeholders

## **The Views of the Ad Hoc Scrutiny Panel on the work of the Children's Services Development Board**

3.4 The Scrutiny Panel supports the rationale for establishing a Development Board to drive forward the changes to practice and other priority areas of improvement. Evidence indicates that the Development Board, led by the Chief Executive and the new Director for Children and Young People has created a momentum for change and provided a fresh perspective in addressing the priority areas of practice.

The energy and commitment of officers leading the work directed by the Board is very evident. It is beneficial that the work is supported by partners and an external consultant who have brought a different perspective and ensure the Board itself has an internal challenge. The Scrutiny Panel has seen evidence of the ongoing development of the Development Board's Plan.

The priorities and work of the Board have been informed by the findings of the ongoing audit of previous and current cases. The audit has found some areas of good practice but a significant percentage of cases have fallen below expectations and are deemed inadequate.

### **Keeping children and young people in Kirklees safe**

3.5 It is an underpinning aim for all Kirklees councillors and council services to ensure that children and young people in Kirklees are safe. The panel recognises the difficult work environment of the social work teams and their commitment to the work that they do. The commitment of staff was strongly communicated to members of the Scrutiny Panel when they visited and spoke to frontline staff at Riverside Court.

Whilst acknowledging there have been problems with the structure and management of cases, when the Panel asked the question about the safeguarding implications, it was assured that from the cases sampled, no children had been harmed. Since new practice has been adopted there is an ongoing audit of casework. The Panel would like to continue to monitor the progress in raising the standard of casework.

The Panel agreed that the voice of the child had always been heard in Kirklees through various forums, but a more granular approach was looking at the voice of the child to be sure that it is making a difference to social work practice, and that the Council can measure the difference it was making to the children.

## **4. Providing the framework for the delivery of excellence in social care practice**

4.1 The evidence indicates that the Board has developed a multi strand approach to ensure an updated framework is in place for the delivery of social care practice and the provision of services to children and young people and their families. The Scrutiny Panel has chosen to look in depth at the following areas of focus:

- Improving and embedding compliant practice standards
- Effective reflective management and supervision
- Referral thresholds and mechanisms
- Reviewing performance management information and processes
- Workforce Strategy
- Partnership working including the role of the Multi Agency Safeguarding Hub
- IT infrastructure to support casework management
- The ongoing management and sustainability of the measures and practice put in place as part of the development work

## **Improving practice**

4.2 Given the issues raised by the casework audits, the Board recognised the need to prioritise the compliance and casework management issues. The Board prioritised the comprehensive Practice Standards document which was produced to provide staff with clarity on “what does good look like”. It provides guidance to all staff about standards and expectations which, once clearly understood and embedded, provides the yardstick against which performance can be measured and managed.

The Panel noted that in line with the requirements of the Munro Report, the voice of the child should be clearly heard and recorded as part of casework. Early audits indicate that there is a lack of consistency in recording the views of the child. Senior managers acknowledged that this must be a key area of improvement within Kirklees social work practice.

4.3 The Panel is impressed that the practice standards were put in place very early in the development process and welcomes the positive and supportive way in which they were introduced to staff. The panel also notes how staffing resources have been realigned to ensure that there are adequate resources to facilitate training in the new standards, both with formal sessions but also through the use of a peer mentoring approach.

4.4 When the practice standards manual was launched, all staff were given the opportunity to provide feedback to managers on the document. To support this, a number of staff focus sessions took place to ensure an ongoing dialogue with social workers. Feedback indicated that staff welcomed the document as it clearly set out practice expectations and as such staff could be confident they were meeting expectations.

When panel members met with staff at Riverbank Court, including some who had undertaken their training with Kirklees, it was emphasised that some staff felt the practice standards formalised what they were already doing.

4.5 It is the Panel’s view that of equal importance to the embedding of compliant practice standards is the need to ensure that the standards have been successfully implemented and continue to be followed. The Director for Children and Young People emphasised the parallel work to ensure that reflective supervision is also in place for all staff as a means of

monitoring compliance but also of embedding an on going reflective, learning culture within the service (see more information on support arrangements at section 5) .

The Ad Hoc Panel also considered the importance of appropriate case work volumes. It was noted that the statistical average case load is 18.5 cases per social worker. However in allocating caseloads there are other issues to be considered including adjusting caseloads for newly qualified social workers. Within social work there are a number of teams with individuals specialising in particular areas. Some teams carry heavier caseloads than others and cases vary in complexity. A report to the June 2016 meeting of the Scrutiny Panel indicated that the current workload position in Kirklees stood at approximately 300 cases per week, with an average of 17.5 cases per social worker. Newly qualified social workers have a target of 10 cases.

In June 2016 the Panel was also informed that the managers were beginning to review cases that were undertaken since the practice standards had been put in place.

Of equal importance to the Panel is the need to ensure that whilst procedures are compliant and there is demonstrable good practice in casework management, there is the same level of assurance for practice, ie when social workers are working directly with children and families. How will the service identify where improvement is needed?

## **Panel Findings**

4.6 The Ad Hoc Scrutiny Panel is concerned at the results of the initial case audits and the volume of cases that fell below requirements and were rated inadequate. However it is noted that there were also examples of good practice amongst the case audits. The panel received assurance that no child had been unsafe as a result of the inadequate practise in some areas.

4.7 The Panel agrees that one of the immediate priorities of the Development Board is to address the fundamental casework assessment and management issues to ensure compliance and assurance that all referrals are being dealt with in a timely and appropriate way. Initial evidence indicated that practice is inconsistent but it can now be seen that the introduction of the standards manual and on going support to staff is helping to update standards in line with current procedural requirements and good practice.

4.8 The Panel supports the work to ensure that the voice of the child is reflected in casework. There needs to be a consistent approach adopted to ensure that casework accurately reflects the voice of all children of all ages, rather than being an interpretation or summary.

4.9 The Panel recognises the valuable and demanding work that social workers do and feels that the previous lack of a practice standards manual has compounded the pressure on staff. The Panel is greatly concerned that the recommendations arising from the Monro

Report had previously not been consistently embedded in practice. Although as Munro herself reflects;

*“ Working Together to Safeguard Children is the core guidance for multi agency working. The document is now 55 times longer than it was in 1974. One of the reasons for this growth has been the inclusion of professional advice alongside statutory guidance.”*

Consequently Munro stated that;

*“ statutory guidance to become a shorter manual in which the core principles and rules are clearer to all professionals”.*

This supports the approach taken by Kirklees in developing its practice standards manual.

4.10 The Panel welcomes that as a consequence of the outcomes of the case audits, a practice standards manual was developed to provide a comprehensive foundation and reference document for staff. Going forward there needs to be a clear mechanism for review of the document to ensure it is kept up to date and reflects any new legislative requirements or good practice guidance in a timely way.

The Panel recognises the need for the initial standards manual to be a comprehensive document. However it would be appropriate to have a more succinct “at a glance” guide for staff to ensure it continues to be a quick point of reference to check procedural issues. This point was also raised in conversations with staff.

4.11 The Ad Hoc Scrutiny Panel visited Riverside Court twice and spoke to frontline staff and, in a separate meeting, to first tier managers about the introduction of the practice standards and how it felt for them. The views of staff were largely positive and staff were “cautiously optimistic” for the future. Some staff indicated that it was positive to have clarity about standards and expectations. There were some reservations about the potential for new reporting requirements to impact on face to face time between social workers and their clients. The Panel notes this point and welcomes the introduction of a new IT system as an important step forward. It is hoped that once implemented, the new IT system and the resolution of other workforce issues should go some way to addressing these concerns.

#### The Panel **RECOMMENDS:**

1. That once the full practice standards document has been embedded, an “at a glance” summary version should be produced to act as more user friendly prompt for staff. The Scrutiny Panel would like to be given the opportunity to comment on the final draft of the summary practice standards document.
2. That the “at a glance” summary standards document be made accessible to all councillors to enable councillors to understand practice.

3. That a review mechanism is put in place to ensure that in future new legislative requirements affecting social work practice, including casework management, are embedded into practice standards in a timely way.

4. That a consistent approach is adopted to ensure that casework accurately reflects the voice of the child, rather than being an interpretation or summary.

## **5. Leadership, Management and Supervision**

5.1 The Panel was informed that the Development Board recognises the need for more visible leadership within the service by senior officers in order to lead service change and ongoing improvement. Evidence presented indicated that the new senior managers at Director and Assistant Director level are now more visible in leading change in a supportive way. The Cabinet portfolio holder has also been proactive in ensuring there is more visible political leadership in this area.

5.2 The ongoing development and implementation of the updated approach to social work is underpinned by management and supervision arrangements. The Munro report reflects on the importance of effective supervision:

*Good social work practice requires forming a relationship with the child and family and using professional reasoning to judge how best to work with parents. The nature of this close engagement means that supervision, which provides the space for critical reflection, is essential for reducing the risk of errors in professionals' reasoning.*

The Development Board is overseeing a refreshed approach to supporting staff through the transition period and being clear about what staff can expect from management going forward. These include:

- A more visible senior leadership team. Including the Director, Assistant Director and Cabinet Portfolio holder meeting with staff and leading some of the development sessions.
- The clarification of the role of Principal Social Worker
- The introduction of Advanced Practitioners
- The use of performance clinics to focus on areas of practice
- The role of Independent Review Officers
- A consistent approach to supervision, i.e to ensure it is reflective

5.3 The following roles are integral to the development work:

### **Principal Social Worker:**

One of the recommendations of the Munro report led to a requirement for local authorities to have a Principal Child and Family Social Worker (PSW). To quote Munro:

*“ ... The role of Principal Child and Family Social Worker would take responsibility for relating the views of social workers to those whose decisions affect their work. ...”*

The PSW provides feedback from front line social workers to managers and partners, including the Director of Children’s Services and the Chief Executive.

The designated PSW should be a senior manager with lead responsibility for practice in the local authority and who is still actively involved in frontline practice. In Kirklees the role was originally integrated into another senior role within the social work team. However given the breadth of development work, it was felt appropriate to establish a stand alone post of Principal Social Worker with the addition of a quality assurance role. The post has now been recruited to and reports directly to the Assistant Director for Families and Child Protection.

The PSW acts as a guardian of social work standards and has the responsibility to raise practice issues with the Chief Executive and the Director for Children and Young People. The PSW also attends some meetings of the Development Board. The PSW has responsibility for a team of auditors who continue to carry out a review of children’s case files.

When meeting with the PSW the Panel was advised that the PSW’s role involved ensuring that the workforce is skilled to do their job, which means supporting them to deliver good quality work. It was explained that although the PSW does not have her own caseload, she works closely with social workers in supporting their development. The PSW plays a key role in preventing a recurrence of inadequate practice issues.

### **Advanced Practitioners:**

5.4 The role of Advanced Practitioner was introduced to Children’s Services to allow experienced social work practitioners who work alongside the Principal Social Worker, to support continuous practice improvement. As the service moves forward the support offered is expected to adapt to the changing needs of the workforce and service.

Advanced Practitioners work alongside social workers in a coaching and mentoring role to ensure they understand and deliver good practice. They support the practitioners to improve the quality and consistency of practice and embed learning into practice. This can be done through both individual and group learning. They are also working with Huddersfield University in the development of pre and post qualification training.

The Principal Social Worker advised the Panel that the Advanced Practitioners will be supporting the newly qualified social workers and although they did not have their own caseloads, they would co-work cases with other social workers to develop good practice. This would involve supporting, trouble shooting and one to one coaching of social workers to improve their skills. They will be undertaking training to deliver the ‘risk sensible model’ and it is anticipated that they will take the overall lead in training the workforce. The

Advanced Practitioners are seconded to the role for 12 months, at which point the role will be reviewed.

## **Performance Clinics**

5.5 Performance clinics have been used to support the implementation of consistent standards. The clinics are held every month and led by the Assistant Director. Each clinic focuses on a specific area of practice, identified through the case audits and performance information. Managers must attend and dependent on the topic being considered, the relevant social work team will also be required to attend. Discussions aim to ensure staff have a full understanding of statutory requirements and good practice ways of working.

Areas of focus have included;

- Children who are missing
- Children at risk of CSE.
- Looked after Children Reviews
- Statutory Visits to Looked after Children and Young People
- Looked after Children who have experienced three or more placement moves
- Numbers of Looked after Children
- Numbers of Care Leavers – those accessing education, training and employment/those living in suitable accommodation
- Children subject to Child Protection Plans for more than 15 months
- Children subject to Child Protection Plans for a second time
- Single Assessments completed
- Referrals into Mash/Repeat Referrals/Response to Referrals within 24 hours
- Adoption Score Card Performance
- Social Work Caseloads

## **Independent Review Officers (IROs)**

5.6 The Independent Review Officers main focus is to quality assure the care planning and review process for each child and make sure that the child's wishes are given full consideration. The role operates most successfully in a supportive culture where the role is valued by managers and staff. An effective IRO should be part of achieving improved outcomes for children.

Staff that spoke to the Panel appreciate the importance of the IRO role and said they welcome the independent challenge provided and the time to reflect on their approach to cases. Staff feel it is important to get guidance but there is a need to get the balance right so that the advice given adds value to the casework management process.

## **First tier managers**

5.7 Integral to the successful implementation of practice standards is the use of reflective supervision led by first tier managers. The Development Board recognises that whilst the Supervision Policy makes it clear in respect of staff members, greater clarity is needed concerning how first tier managers /supervisors are supported. The Board agreed that something should be added to make it clear that supervisors are able to seek support and assurance elsewhere.

These concerns have also been mentioned at the Panel's site visit discussion with staff. Staff welcome the development work and the opportunity for reflective supervision but questioned what support is available to supervisors to help them in meeting expectations.

## **Findings:**

5.8 The Panel is greatly concerned that the previous leadership of Children's Services had not identified and addressed the casework management issues at an earlier time. The previous political leadership (prior to the current portfolio holder) was not providing challenge or proactive, strategic leadership. Overview and Scrutiny had also not highlighted any concerns about casework management. The period coincided with the publication of the requirements arising from the Munro Review which have significant implications for the approach to social work practice. The evidence indicates that the service had been slow to embed changes to practice. The Panel feels that the previous senior leadership has not been driving the necessary strategic change in a timely way.

The Panel acknowledges that the Development Board recognises that there needs to be more visible, robust and challenging leadership within the service by senior officers and the Council needs to learn lessons from the past. The Ad Hoc Panel has seen that the Chief Executive, Cabinet portfolio holder, Director and Assistant Director are all providing more visible and proactive leadership since the development issues were identified. The Panel welcomes the approach of the new management team and the fresh perspective on practice in Kirklees.

It is felt that Children's Services has not been sufficiently embedded corporately within the Council but the new management team has recognised this and is working towards addressing the situation. Whilst the Panel welcomes the efforts of the new management team in this area, it considers it a major service weakness and wishes to monitor progress in this area.

5.9 The development work provides a range of support to staff to ensure that a good understanding of the practice standards is developed and appropriate supervision is in place which allows for reflection and ongoing learning.

The Panel welcomes the dedicated PSW post, recognising the importance of having a designated officer to oversee on going practice issues and ensure standards are maintained.

The PSW has a role to represent concerns of social workers to senior management . The Panel suggests this might be further extended to allow the PSW to also report concerns to the Cabinet Portfolio holder. The Panel understands the reasons why the PSW does not currently have a caseload however, in line with the Munro Report, the Panel feels that the PSW should have a reduced allocation of cases to manage. This is to ensure they maintain current practice skills and experience and are best placed to support other social workers.

The combination of the development approaches put in place by the new management team, is welcomed and feedback from staff shows that the different elements of support are valued. The Panel received specific comments on the peer mentoring role of the advanced practitioners and the use of reflective supervision. Staff appreciate that the new systems give time to reflect and space to think, whereas previously they felt that their time had been spent firefighting.

It is encouraging for panel members to hear the positivity of staff who feel that the service is going in the right direction. The Panel commends the hard work and commitment shown by staff at all levels to moving forward and addressing inconsistencies.

The Panel is mindful of the concerns highlighted about support for first tier managers who have both practitioner and supervisor roles. There is a balance to be struck in the future between investing resources in dedicated support to raise standards whilst still ensuring that there are sufficient resources to manage caseloads and maintain levels of expertise. Whilst future support arrangements have been recognised as an area requiring further consideration the Panel wishes to be further assured of the support that is being put in place for first tier managers.

#### **5.10 Recommendations:**

5. That the Ad Hoc Scrutiny Panel be provided with information on the support available to first tier managers.
6. The Scrutiny Panel recognises that sustaining the current high level of support to practitioners is very resource intensive. However the Panel recommends that when support arrangements are reviewed, including the future of the advanced practitioner role, sufficient support remains in place to ensure that standards are maintained.
7. That Overview and Scrutiny monitor the progress of embedding a corporate approach within Children's Services at regular intervals.
8. In recognising the importance of ensuring that the voice of social workers is heard the Panel recommends that there should be a mechanism in place to ensure an on going two way dialogue.

## **6. Referral thresholds and mechanisms**

6.1 A further component of workflow and case management is the referral mechanism whereby new cases come into the social care system. The Kirklees Children's Continuum of Need and Response (CoNR) Framework is the local procedure to assist all those whose work brings them into contact with children, young people and their families to identify the level of help and protection required .

6.2 It was noted that the Safeguarding Children Board (SCB) had previously raised concerns about the timeliness of responding to referrals. This issue formed one aspect of the Development Board's work, with the Independent Chair of the SCB also attending board meetings.

As part of looking at how referrals are dealt with, members of the Scrutiny Panel visited the Multi Agency Safeguarding Hub (MASH) to talk to staff and look at the referral process.

6.3 In June 2016, the Development Board's consideration of referral information indicated a conversion rate of contact to referral of between 30% and 50%. It was anticipated that the introduction of a new Referral Contact Form would provide greater clarity in recording contacts and identifying formal referral as the appropriate action for the contact. The timeliness of referral decisions showed a consistent improvement with approximately 77% within timescale.

At the time of its June visit to the MASH, the Panel had concerns about how initial contacts were being managed, with the majority appearing to generate referrals for social worker assessment. Feedback from social work staff identified concerns about the appropriateness of some referrals. The Scrutiny Panel feels that the system was operating contrary to the principles of early intervention and prevention in not always signposting to the most appropriate level of intervention or support.

6.4 A priority review of the referral thresholds document was undertaken to help staff effectively sift initial referrals into the MASH. In July 2016 the SCB looked at the quality of information being referred and the development of a more explicit referral form. The new referral thresholds came into operation from the 1 August 2016 and aim to ensure that initial contacts generate an appropriate and proportionate response.

### **Findings:**

6.5 On the visit to the MASH the Panel saw for itself the commitment of the staff involved in the MASH and the tangible benefits of the working in partnership approach (see also section 9 partnership working ).

6.6 From the visit to the MASH and other anecdotal evidence it is apparent that historically a disproportionate number of initial contacts were being progressed as social

work referrals rather than being signposted to other more appropriate areas of support or early intervention. It was suggested that some referrals lacked sufficient detail to progress them, however this should be addressed by the use of the new referral process.

Current IT processes take a disproportionate amount of staff resources to input and extract information (see also section 10). There is further work needed across partners to understand the information sharing that is needed to work effectively and be able to identify issues relevant to initial contacts and subsequent referrals.

Early in the work of the Development Board the issue of progressing social work referrals in a timely way was identified. Given the volume of referrals, there is a need to ensure that social work resources are not being inappropriately used in filtering and redirecting contacts.

6.7 The Panel welcomed the introduction of new referral thresholds to help structure how initial contacts are filtered in a way that better links to the early intervention and prevention approach of New Council.

## **6.8 Recommendations:**

9. Managers need to ensure that the revised referral approach reflects the principles of early intervention and prevention in seeking to direct contacts to the appropriate level of support.

The Panel **recommends** that Managers should continue to monitor the referral process to ensure that the new thresholds are being consistently applied. If successful, performance information should be able to evidence a reduction in the volume of initial contacts that generate a referral for formal assessment.

## 7. Reviewing performance management information and processes

7.1 Prior to the establishment of the Development Board, the outcome of the case audits indicated that current performance reporting arrangements were insufficient to identify significant underperformance. Previous quarterly performance information seen by councillors was limited and failed to identify underlying case management issues.

7.2 The Munro report highlights:

*.... It is important that data allows the child's journey through the system to be mapped and that such data informs discussions about local practice, rather than being used as absolute indicators of 'good' or 'bad' performance. ...*

*..... Local authorities and their partners should use a combination of nationally collected and locally published performance information to help benchmark performance, facilitate improvement and promote accountability. It is crucial that performance information is not treated as an unambiguous measure of good or bad performance as performance indicators tend to be.*

Munro recognises there is a balance to be struck in reducing “red tape” whilst still monitoring data that gives a picture of local practice. Evidence shows that the Development Board has recognised the need to comprehensively review the performance information that is needed moving forward.

7.3 The Development Board very quickly put in place a new data set around case management and introduced weekly compliance data on statutory processes and a narrative summarising progress in each area. The collection of the data was very resource intensive due in part to having to interrogate three different IT systems. The Panel is pleased to note that plans are in place to improve the IT position (see also section 10 of the report ).

The Panel heard that the Board has also developed a high level dashboard that includes more operational information such as unallocated cases, life chances of Looked After Children, etc. It has been recognised that the data did not inform on the quality of information and case file review observations are needed to address quality issues. In March 2016 the service began the process of getting people trained up to review case files.

One of the early performance clinics focussed on performance information. The intention is that performance clinics will be held every month (see also section 5) and that performance data will inform the areas of focus for the clinics.

## **Findings:**

7.4 The Panel feels that that the previous performance information was insufficient to identify significant concerns at an operational level. Neither senior officers nor councillors were aware of the level of inconsistency and under performance in case work management. However, once the issue had been identified senior officers and the new Cabinet Portfolio holder (and subsequently the Development Board) responded to address the issue and ensure that going forward an accurate picture of performance is available.

7.5 The availability of accessible performance data has been further hampered by the IT systems currently in use in the social work service. It continues to be resource intensive to extract the current range of data and the Panel wants to acknowledge the efforts of officers to ensure that this level of timely monitoring information is maintained.

Discussions with staff also highlighted the difficulties of the current IT system and the cumbersome way in which staff have to move between screens to input and retrieve information (see also section 10 on IT). The Panel welcomes the prioritisation of a procurement exercise to put in place a new IT system that will support the new ways of working. Subject to successful implementation, including data transfer and training, the IT system should make it easier to extract performance data to provide on going monitoring information.

7.6 The Panel agrees that an overhaul of performance information is required to ensure it is fit for purpose as the Council moves into a new way of working. The learning from the work in Children's Services should inform that cross Council work.

The role of councillors in performance management needs to be redefined and training made available so that they have the appropriate skills to undertake their responsibilities. Councillors have a range of roles, from Cabinet portfolio holder, to scrutineer and ward member and it is recommended that there is clarity around performance management responsibilities and the level of information appropriate to each role.

There are a range of internal and partnership bodies that Children's Services report to, including the Corporate Parenting Board, the CSE and Safeguarding Member Panel and the Children's Trust, but there does not appear to be a coordinated approach and clarity of roles across governance arrangements, including performance management responsibilities.

In light of the learning from Children's Services, the corporate approach to performance information needs to ensure that the Council is monitoring the right issues. There should be clarity about responsibilities for considering and challenging performance information at every level. Within Children's Services, consideration should also be given to governance arrangements to ensure the future role and function of bodies is clear and duplication avoided (see recommendation 27).

7.7 IT should be used to automate as much performance reporting as possible. The Panel consider that it is equally important that performance information is able to demonstrate good performance and achievements, not just non-compliance and under performance.

## **7.8 Recommendations:**

10. That the future role of Councillors in performance management should be closely defined and that appropriate skills training be provided to enable them to undertake that role.

11. That Overview and Scrutiny continues to monitor the implementation and outcomes of the development work, for example the outcomes of the introduction the new IT system and the workforce strategy work, to ensure that the desired improvements are achieved and sustained.

12. That the Cabinet give further consideration to the corporate approach to performance management using the learning from Children's Services to inform the work.

## **8. Workforce Strategy:**

8.1 A further priority focus for development work is workforce strategy. Like many councils, Kirklees faces challenges in the recruitment and retention of some levels of social workers. The Director for Children and Young People explained to the Panel that feedback from young people illustrated the importance they placed on the stability and continuity of social worker support. The example was given of young people requesting that social workers also complete an 'all about me' document, given that the children felt that they didn't know much about the social workers that they had a close relationship with.

8.2 The Panel was informed that Kirklees has a good record in recruiting newly qualified social workers (NQSW), with 12 having recently been appointed. The Principal Social Worker informed the Panel on work being undertaken as part of a teaching partnership with the Universities of York and Huddersfield. The work is continuing to grow year on year and involves working with undergraduates, giving tutorials, offering support and practice placements. This work has successfully attracted students to apply for positions within Kirklees. The work has enabled Kirklees to have an input into the Universities curriculum content, which means that a higher calibre of candidates are applying for jobs in Kirklees.

As part of the development work, a revised induction programme has been put in place for newly recruited NQSWs. The NQSWs are kept together and given work from across all service areas to gain a full understanding of the whole journey of a child, rather than having to choose a specialism too early in their induction. Managers and advanced practitioners are able to identify a "best fit" for the newly qualified social workers, and have discussions with them around which area to specialise in.

8.3 The Development Board's aim is for Kirklees to have a stable workforce. It is recognised that this will take time and officers estimated that it will take approximately two years if the workforce strategy is successful.

The national trend points to a social worker staying in front line social work for about 8 years. It is anticipated that there will be some staff turnover in Kirklees due to the change in working procedures. The common reasons for leaving are not salary increases, of up to £3K between authorities, but working conditions, manageable workloads and access to supervision.

8.4 The current challenge in Kirklees is recruiting Team Managers in such a competitive market. It was suggested that the turnover in staff is due to a number of factors, including experienced staff moving to other roles within Kirklees, staff moving to other authorities for a more competitive salary, some retiring, or leaving due to family commitments.

8.5 Whilst aiming to recruit permanent staff and move to a stable workforce, in the interim there is a the need to continue to use agency workers. The Panel was informed that historically there have been low levels of agency staff working in social work in Kirklees. The Panel heard differing perspectives on the use of agency staff with many views focusing on the lack of continuity for clients. Alternatively it was suggested that agency staff can bring a range of experience and different views to the service, which can be very positive.

## **Staff Development**

8.6 The Panel heard from the Learning and Organisational Development Manager that although Kirklees has provided a significant amount of training in the past, this has evolved into a scattered and disjointed approach. The Workforce Strategy seeks to support the journey of staff throughout their careers. This will begin with the strengthened induction programme, with a clear career progression path, ensuring statutory requirements are met and Continuous Professional Development (CPD) is maintained.

8.7 The government is also introducing an accreditation scheme 'Putting Children 1st' but at the time of the discussion it was not clear what the overall scheme would look like going forward. All social workers will be required to commence the accreditation process by 2020 and it is important that Kirklees Workforce Strategy is aligned to the accreditation and external processes. Details of the initiative published in July 2016 indicate that it has 3 key principles:-

- People and Leadership
- Practice and Systems
- Governance and Accountability

The Panel notes that one of the benefits of the accreditation scheme is likely to be the retention of staff, given that social workers are unlikely to want to move authorities whilst the accreditation process is ongoing.

8.8 Kirklees has recognised that one of the ways to address the Team Manager recruitment issue is to develop current staff in a “grow your own” approach. Kirklees has joined the Aspiring Managers Training Programme which is part of the national Step Up Programme to progress staff.

### **Findings:**

8.9 The Panel understands that both nationally and regionally there are challenges in the recruitment and retention of social workers. The panel supports the integrated approach to trying to address the issues within Kirklees, through a pathway of development and 121 support to help retain the staff we have and give them the ability to progress within the service.

The Panel would also support work at a sub regional / regional level, to try to work together rather than staff moving between authorities for a marginally better offer whilst no authority benefits from continuity.

8.10 The Panel notes that the current situation has led to an increase in the number of agency staff. The Panel welcomes efforts to address this situation as soon as possible, particularly from a client continuity perspective but also because of the financial implications for the Council.

8.11 The Munro report’s view of CPD is:

*“ .... CPD takes many forms and this review supports more co-working on cases, on-the-job practice coaching, as well as more formal local teaching programmes in particular areas of knowledge, skill set and intervention methods....”*

The Panel can see that Kirklees is putting in place a combination of formal training, on-the-job coaching and co-working on cases, whilst also seeking to influence pre and post qualification courses of study. It is seeking to provide NQSWs with the opportunity to train in all areas of social work prior to being matched to a specialist area. This approach is to be welcomed and the Panel hopes that in due course the service will be able to evidence that the strategy has been successful and staff have been retained by Kirklees and have progressed to more senior positions. The challenge will be in maintaining an appropriate level of support going forward.

### **Recommendations:**

13. That in the interests of reducing dependency on agency staff and achieving a stable workforce, analysis should be undertaken to identify longer term sustainable, developmental support arrangements to help to retain and develop social workers in Kirklees.

## **9. Working effectively with Partners**

9.1 The Panel also spoke to partners who share responsibilities in areas of child protection and work closely with social work practitioners and managers. As part of this strand of work the Panel also visited the Multi Agency Safeguarding Hub (MASH) to see how effectively staff from partner agencies are working together to support some of the development areas.

The MASH is a central resource which will receive all safeguarding and child protection enquiries and referrals. It is seen as a milestone in protecting vulnerable children in Kirklees. The MASH is an example of integrated working where professionals from Children's Social Care, Police, Health and Education work together to safeguard children and young people and provide a joined up service for families.

Staff within the MASH recognise the improved informal intelligence sharing and joined up approach that working together has brought. On the Panel's visit it was suggested that the work of the MASH could be further improved with the co-location of representatives of other significant partners, for example health.

### **West Yorkshire Police**

9.2 The Panel met with Chief Superintendent Steve Cotter of West Yorkshire Police who is a partner member of the Children's Services Development Board. CS Cotter felt that the Development Board is key in establishing the important work and role of the MASH. The MASH enables partner co-location, shared training, informed changes to working practice and contributes to improved working relationships. Another important feature has been the willingness of partners involved in the MASH to challenge each other. Challenge meetings are held in Social Care to discuss outstanding caseloads and WY Police are now attending these meetings.

One of the major benefits of the MASH is that discussions are taking place "there and then" between the staff who are already in the room together. CS Cotter feels there is a very positive direction of travel for partnership working in Kirklees. At the time of the Panel discussion CS Cotter felt it would be useful to see third sector providers becoming part of the MASH. CS Cotter would also welcome the extension of the opening hours of the MASH and supported the MASH offering a 24 hour, seven days a week service.

## **Independent Chair of Kirklees Safeguarding Children's Board**

9.3 Bron Sanders, Independent Chair of the Kirklees Safeguarding Children Board (SCB), met with the Panel to give her views on the work being undertaken by the Development Board of which she is a partner member. The Panel also explored how the work of the SCB linked to the priorities of the Development Board.

Ms Sanders explained the structure of the SCB and indicated that the main Board met approximately 5 times per year and is underpinned by a series of working groups that look in more detail at priority areas of work. One of the groups is evaluation and effectiveness which also carries out audit work and considers frontline practice. Ms Sanders welcomes the procurement of a new IT system and hopes that it will provide the more detailed performance information that the SCB requires. The SCB has been developing its own data set to cover the child's journey and currently has 2 years worth of data. It has proved difficult to get timely data.

9.4 Ms Sanders informed the Scrutiny Panel that as part of the SCB's audit work a concern had been identified about the time it was taking for children to be seen by a social worker. Ms Sanders had raised concerns with the Director and Chief Executive and welcomed the positive response which has informed the development work.

Ms Sander's view is that the Development Board is providing reassurance for the Safeguarding Children Board and that critical questions are being asked and the necessary changes put in place. Ms Sanders emphasised that a lot of good work has been undertaken, but it is critical to ensure that partners understand any changes so that they can address any impacts that directly affect them.

Ms Sanders commented on the limited opportunities for the SCB to engage with councillors. It was suggested that more opportunities to discuss the key issues being identified by the Board would be welcomed.

## **Schools as Community Hubs**

9.5 The Panel noted that in September 2015 the Chief Executive met with school leaders to share the philosophy of Early Intervention and Prevention and promote the opportunities for working in partnership with schools.

The Council wants to engage with schools to help strategically shape future work. An example was given of recent work regarding a future contract for school nurses and health visitors. Schools are able to influence the shape of commissioning in such a way as to connect up resources so that they could be allocated and work in the most appropriate way.

The role of the Local Authority moving forward is to be supporting, enabling and where appropriate challenging, to facilitate the work of schools rather than to work in a directive

manner. Historically the Council had a directive approach but the skills within schools mean that such an approach is not appropriate moving forward.

9.6 Since the initial discussion, officers have been understanding in greater detail the scale and scope of what schools already do 'beyond the school gates', i.e. beyond the formal roles of teaching and learning. There are 60,000 children and families that currently go through the gates into Kirklees schools. Schools have a significant relationship with children and their families and are best placed to support those children and families at an early stage.

9.7 The Scrutiny Panel spoke with Alan Cumming, Assistant Headteacher from Holmfirth High School about the school's experience of being involved in the Early Intervention and Prevention work. Mr Cumming explained that it is an important part of the school's remit to work with families and communities given that well supported families and communities lead to children who will perform well within school. Significant emphasis is placed on engaging outside of academic issues, such as through community events, sports etc in order to build constructive relationships. Some schools have become part of community forums alongside faith and voluntary groups, working with the common aim of improving the community, to help people become more engaged in living healthy and happy lives.

9.8 The Panel considered the potential tensions between secondary and primary schools and noted that working together provided the chance to join things up, ensuring a 'bottom up' approach. By including the different levels of education in the Community Hub with community and agency support, there are opportunities to build trust with families which can have a positive impact throughout the family. The intention of the hub approach is to provide early support to break down barriers and help prevent families getting to the point of requiring more formal interventions.

9.9 It was noted that community hubs are not part of the Council, they are owned and driven by the schools. This enables schools to provide wrap around support and better co-ordination of resources within the hub area. They are helping the Council to shape its early help offer. The Council will facilitate and be an interface for the early help offer, once it has been determined. Approximately 50% of schools have become engaged in the community hubs work but all are at different stages.

9.10 The Panel commends the community hubs work and is keen that more schools become involved. It is suggested that the communication networks that engage with all schools, could promote the positive outcomes from the early intervention and prevention work. It is likely that schools will become persuaded to be involved as the advantages of the approach become more evident.

The panel discussed the role of schools in referring concerns and their interaction with the MASH. Mr Cumming explained the on-going communication with the multi-agency safeguarding hub including use of the new referral forms as part of normal practice. There

are daily conversations around specific issues. Again the difficulties of the use of different databases were highlighted, at times these are a barrier to seamless information, the example of missing pupils was highlighted.

## **Findings:**

9.11 It is evident to the Panel that the staff and partners spoken to demonstrated an enthusiasm and commitment to the benefits of the MASH way of working. It is the view of the Panel that the MASH has provided a foundation for improved intelligence sharing which can continue to support safeguarding and an early intervention approach. The Panel commends the work of the staff who are working together to make the vision for integrated working a reality.

The Panel supports the ongoing development of the MASH, including proposals to relocate the MASH to a more central, accessible location with space to expand to support more corporate ways of working. The Panel views the MASH as a key component of early intervention and prevention in its role as the first point of contact for enquires. It is the Panel's view that there is an opportunity to further develop the MASH approach with the inclusion of other agencies.

Data and intelligence sharing has been identified as a key area for maximising the effectiveness of working together and safeguarding children. It is important going forward that wherever possible, unnecessary barriers to information sharing are addressed without compromising data security.

The Panel heard evidence of the new safeguarding referral process being used in schools and consider it important that it is rolled out and used consistently across all schools in the borough.

The Panel is encouraged by the progress of work to develop schools as community hubs. The Panel recommends that there is routine promotion of the success stories attributable to the community hub way of working. The Panel would like to see the community hub development support offer rolled out to all schools irrespective of their status.

9.12 The Panel notes the comments of the Chair of the Safeguarding Children Board that opportunities for greater engagement with Councillors would be welcomed. It was suggested that as a minimum, an annual private meeting with the Cabinet portfolio holder and the Scrutiny lead for Children's Services should be established. The Panel wants to see a mechanism whereby the SCB has the opportunity for informal dialogue to discuss concerns and the outcomes of pieces of work, at the appropriate level, including Chief Executive and Cabinet portfolio holder.

**Recommendations:**

14. That proposals for the development of the MASH should consider how best to integrate other partners and agencies, including the third sector, into the work of the MASH.

15. That as part of developing any proposals that have implications for joint working, communication with partners should be a priority to ensure that there is a shared understanding and commitment moving forward.

16. That consideration be given as to how the Safeguarding Children Board can engage both formally and informally with councillors to share information and discuss issues, as part of a formal governance review of Children's Services (see also recommendation 27 ).

17. That Children's Services positively promotes the "good news" stories arising from Community Hub work to highlight good practice and encourage others to see the advantages of the approach.

18. That the Council and its partners should review data and intelligence sharing arrangements as a priority, to ensure that the interests of safeguarding children are put first.

## 10. IT Infrastructure

10.1 At initial conversations with staff it was apparent that the IT systems used in social work did not support current practice. Practitioners are having to work across three incompatible systems to access the information they require. It is a fragmented and resource intensive approach which does not support new ways of working.

10.2 The Panel welcomes the early initiation of a procurement exercise to replace the IT system with a model that is fit for purpose moving forward. It is acknowledged that implementing a new process will be demanding on staff. Following initial training there will need to be clear expectations of how information will be updated and maintained.

10.3 The Assistant Director Financial Management is managing the IT procurement process and advised the panel that the Development Board has identified the core functionality and the specific issues that need to be addressed by a system. As part of the procurement process the Council has challenged suppliers to put forward solutions, rather than just listing functions. The system will include:

- Social work case management system
- Early help module
- Single view – to enable a professional to see an holistic view of a person across different multi-agency systems
- Integration – reducing the complexity of IT systems and enabling integration
- Mobile/off-line functionality – to enable practitioner use wherever they are working
- Finance module – integration with SAP
- Performance monitoring information

10.4 The Panel received information on the selected system which included a feature that enables a manager or practitioner to see the progress made across social work cases from referral to assessment and potentially the development of a child protection plan.

A further function, not previously available, will be the ability to create a network plan which puts the child at the centre and then illustrates the different relationships with family members and agencies. The new system also has a geogram facility which sets out family relationships and is a mandatory requirement for courts. The ability to have this function as part of the software will save time for practitioners.

10.5 The Ad Hoc Panel continues to look at the work tray alerts feature which provides a day by day list of tasks that are due, for example, setting up review meetings, undertaking single assessments for children and writing review meeting reports. The work tray alert will enable managers to understand workloads at any given time and will provide clear priorities for individual practitioners.

10.6 Performance monitoring information will be available through the system at both managerial and individual practitioner level. The financial abilities of the system included budget authorisation processes and budget statement summaries which will enable

practitioners to have an up to date understanding of ongoing costs against budget availability.

The “go live” implementation date for the new IT system will be between July and October 2017.

10.7 The Ad Hoc Panel recognises that the implementation of the new IT system and the confidence of the users of the software is critical to its success. Ms Hogg explained that a train the trainer programme is part of the procurement exercise. There will also be super users and floor walkers in place to support staff during early implementation.

### **Findings:**

10.8 The Panel had the opportunity to see the current IT system in operation and spoke to staff about using the system. It is very obvious that the system is incompatible with the requirements of the role moving forward. It is resource intensive and frustrating to users. The Panel welcomes that an early procurement exercise to replace the IT system was actioned by the Development Board.

10.9 The Panel has received assurance that the new system should help to address many of the current concerns and hopes that it will come to fruition. It should support the ongoing provision of timely performance information to help managers ensure that standards are maintained and statutory compliance adhered to.

Staff have been through a period of intense change and development and there is a risk that the introduction of a new system, whilst welcomed, will be a further challenge and could impact on staff morale.

The Panel recognises the new IT system is one of a number of tools to support process but it should complement the development of social work practice so that staff are able to continually develop in their professional understanding and approach to working with children and their families.

10.10 The new system will drive the case management process and whilst providing clarity around tasks and deadlines, through the intray feature, it is likely that initially it will be very demanding on staff to adapt to the new way of working. The ongoing range of IT support, ie super users and floor walkers should help with the practical use of the system but managers will need to be mindful of other support to staff until they are confident in the use of the system and have adapted to the new way of working.

10.11 The Panel is disappointed that it is currently not possible to link the new IT system to partner systems, for example the IT systems used by GPs. The Ad Hoc Scrutiny Panel cannot reach a view on the ability of the IT system to deliver the required improvements until the system is in place and sufficient time has elapsed for it to have been embedded into practice.

## **Recommendations:**

17. That there are realistic timescales around how long it will take to embed a new system and ensure staff are competent and confident in using the new software.
18. That there is initial close monitoring of the use of system to ensure that the use of the new IT system is successfully embedded into practice and becomes an integral part of process management.
19. That there is ongoing monitoring of the performance of the new IT system to ensure that it is meeting the Council's expectations and delivering the prescribed outcomes.
20. That once the IT system is embedded, there should be a review of the performance information available and how that is used to effectively improve the quality of social work in Kirklees, with the aim of maintaining consistent good practice social work and continually looking forward.
21. That the new IT system is also used to identify good performance, to feed into appraisals etc. and to be able to demonstrate the difference made.

## **11. Edge of Care**

11.1 When members of the Scrutiny Panel met with staff, including first tier managers, the term Edge of Care was used to describe the early intervention activities that help children and their families at the earliest opportunity and wherever possible prevent the need for more formal social care interventions. Edge of Care services are aimed at preventing family breakdown through targeted support at an early stage; in some cases, services will assist children in care to return home safely where they can be supported by appropriate community based provision.

It was suggested to the Panel that the Edge of Care offer in Kirklees was not as well defined as some other local authorities. The Panel commissioned a report to better understand Edge of Care in Kirklees and consider bench marking information on good practice within other local authorities.

11.2 The report indicated that as at August 2016 there were 683 Looked After Children in Kirklees. The vision for edge of care in Kirklees is to develop an effective edge of care service which targets support at an early stage for families with multiple needs, preventing children and young people becoming looked after and keeping families together. By reshaping Kirklees models of delivery and working effectively with other services, Kirklees will be able to support families to stay together. Services will include temporary respite for families and therapeutic services to support family functioning and improve resilience.

The service will include temporary accommodation staffed by experienced practitioners who will provide behavioural and parenting support and respite to parents. A rapid response

service will use evidence based techniques to ensure that all family members access appropriate support and multi-systemic therapy will be provided to children and young people who would also be linked to targeted youth workers and community-based provision to maintain outcomes.

11.3 Kirklees Stronger Families Programme has also been operating since 2012 and has provided early help to prevent problems from escalating to statutory levels. The Programme has commissioned a range of provision including the Family Intervention Project (FIP) which provides intensive family support through a key worker.

11.4 The existing Legal Gateway Panel meets weekly to consider all cases where Social Workers are recommending children come into care; this is complemented by the Section 20 Clinic which is held monthly. At both meetings, checks are made to ensure that all early intervention and prevention services have been accessed and Kirklees has helped families to improve parenting, keep families together or reunite families wherever possible.

11.5 The Council is establishing an Edge of Care Panel to consider the cases of all children where there is a high risk that they will come into the care system; this includes those who have recently come into care on an unplanned/emergency basis. The panel will put in place the most appropriate and timely early intervention to maintain the children/young people in their families and out of the care system. The panel (comprising Head of the Stronger Families Programme, Early Intervention Services, Child Adolescent Mental Health Services, Looked After Children Nurse) will allocate intensive and focussed Edge of Care resources including support from the Family Intervention Project and specialist health and education support.

The Edge of Care Panel is also exploring alternative edge of care services including temporary accommodation to provide time and space for families and young people for brief periods with the aim of helping them to resolve issues quickly and return the young person home.

11.6 The report identified the following examples of good practice in Edge of Care services and options for future commissioning which included:

- Leeds: Family Group Conferencing
- North Yorkshire: Edge of Care services – rated by OFSTED as good or outstanding in every area
- Triborough Council, London: A new model in 2014 which increased referrals to early help services year on year
- Essex: Multi-Systemic Therapy
- Family Functioning Therapy – help for troubled young people and families to overcome delinquency, substance abuse and violence
- Intergenerational Mediation – to reduce the incidence of teenagers leaving home prematurely.

**Findings:**

11.7 Throughout the work of the Panel the importance of effective early intervention and prevention (EIP) approaches has been highlighted as a means of saving resources by avoiding the more costly social care interventions. It has been shown that not only is it a better use of resources but more importantly it often leads to better outcomes for children and their families. The Panel supports the move towards EIP but recognises that there are initial resource implications in establishing the range of low level interventions and realigning current approaches.

The panel believes that the Edge of Care offer is an important part of delivering an early intervention and prevention approach in Kirklees. The report commissioned by the Panel indicates that whilst there are examples of edge of care provision, the need to better coordinate and develop the offer has been recognised.

In considering the approach across Kirklees, the Panel encourages the engagement of all schools within the Edge of Care process.

**Recommendations:**

22. The Panel recommends that the Edge of Care model in Kirklees be clarified and enhanced, including consideration of whether good practice from other areas might be effectively adapted for use in Kirklees.

23. That as part of clarifying the Edge of Care approach, the role of Schools is considered and schools have the opportunity to be part of the approach.

## **12. Overall Conclusions on the priorities and work of the Development Board**

12.1 In conclusion, the Panel welcomed the strong leadership shown by the Development Board to initiate the improvement work and inject pace and urgency to address the compliance and under performance issues that had been identified.

Under the new leadership team and the Development Board, the work has gathered momentum and there is evidence that staff are engaged on the improvement journey and starting to make the necessary changes to practice. A lot of change has happened in a very short period of time and there now seems to be a clearer ambition for children's services in Kirklees.

The Panel agrees with the areas prioritised by the Board and acknowledges that the volume of change will be on going for some time before it becomes embedded and is normal practice.

### **Challenges**

12.2 The Panel recognises that there are significant challenges ahead to continue the transformation of the service. The Panel feels there is a significant challenge in sustaining progress at a pace that ensures staff remain "on board" and are able to continue learning and adapting their practice. The most important challenge is to ensure that changes are made to process and practice to improve the life chances of children in Kirklees.

12.3 It is important that not only is the voice of the child heard but that once the period of intense change is over, social workers also feel they continue to have the ability to raise concerns and influence change.

12.4 Effective performance management, underpinned by timely and targeted information is critical in ensuring that high standards and legal compliance are maintained. However the Council needs to be able to measure not only the quantitative compliance with process requirements but also the qualitative improvement of the service provided to children and their families. The new senior management team needs to ensure that a consistent and effective approach is in place to allow the early identification of concerns.

12.5 The Panel does not underestimate the size of the challenge within Children's Services. It is keen that the learning is captured from this work so that the wider organisation can benefit and it can inform ongoing organisational change.

12.6 The development work and the recent national spotlight on areas of Children's Services has highlighted the need to have clarity on the role of councillors and governance arrangements in respect of Children's Services.

Currently there are limited opportunities for councillors to learn about the operational challenges and understand the complexities in order to participate in a constructive and informed challenge. The nature of the relationship between officers and councillors is critical to moving forward, as highlighted by the Rotherham case where the need for trust and openness was identified.

All councillors need to have an understanding of their role in children's services issues and a basic awareness. It is suggested that this might be underpinned by the introduction of an information sharing protocol.

12.7 The Panel feels there is the risk of duplication within current governance structures relating to children's services areas. There is a need to develop structures that are fit for purpose within the new council model with clarity on where statutory responsibilities lie and the role of members within those bodies.

12.8 It is too soon for the Panel to be able to measure the impact of the changes that are being introduced and to be assured that the improvement can be maintained. The Panel has identified that there are areas that Scrutiny would wish to monitor and follow up on.

However the Panel suggests that early in 2018, when recommendations of OFSTED have been put in place and the new IT system is embedded, that consideration be given to having a peer review of child protection services in Kirklees Council .

### **Recommendations:**

24. That early in 2018, in order to have an independent view of what has been achieved, consideration be given to having a Peer Review of Child Protection Services in Kirklees Council.

25. There is a need for better coordination of Children's Services governance arrangements. The Panel recommends that there is a review of governance arrangements within Children's Services to look at the effectiveness of current structures and options for developing a more coordinated and consolidated governance approach.

## RECOMMENDATIONS

Set out below is a complete list of the recommendations made by the Panel. The response to the recommendations is summarised in the attached action plan.

1. That once the full practice standards document has been embedded, an “at a glance” summary version should be produced to act as more user friendly prompt for staff. The Scrutiny Panel would like to be given the opportunity to comment on the final draft of the summary practice standards document.
2. That the “at a glance” summary standards document be made accessible to all councillors to enable councillors to understand practice.
3. That a review mechanism is put in place to ensure that in future new legislative requirements affecting social work practice, including casework management, are embedded into practice standards in a timely way.
4. That a consistent approach is adopted to ensure that casework accurately reflects the voice of the child, rather than being an interpretation or summary.
5. That the Ad Hoc Scrutiny Panel be provided with information on the support available to first tier managers.
6. The Scrutiny Panel recognises that sustaining the current high level of support to practitioners is very resource intensive. However the Panel recommends that when support arrangements are reviewed, including the future of the advanced practitioner role, sufficient support remains in place to ensure that standards are maintained.
7. That Overview and Scrutiny monitor the progress of embedding a corporate approach within Children’s Services at regular intervals.
8. In recognising the importance of ensuring that the voice of social workers is heard the Panel recommends that there should be a mechanism in place to ensure an on going two way dialogue.
9. Managers need to ensure that the revised referral approach reflects the principles of early intervention and prevention in seeking to direct contacts to the appropriate level of support. The Panel recommends that Managers should continue to monitor the referral process to ensure that the new thresholds are being consistently applied. If successful, performance information should be able to evidence a reduction in the volume of initial contacts that generate a referral for formal assessment.
10. That the future role of Councillors in performance management should be closely defined and that appropriate skills training be provided to enable them to undertake that role.

Recommendations continued ...

**11.** That Overview and Scrutiny continues to monitor the implementation and outcomes of the development work, for example the outcomes of the introduction the new IT system and the workforce strategy work, to ensure that the desired improvements are achieved and sustained.

**12.** That the Cabinet give further consideration to the corporate approach to performance management using the learning from Children's Services to inform the work.

**13.** That in the interests of reducing dependency on agency staff and achieving a stable workforce, analysis should be undertaken to identify longer term sustainable, developmental support arrangements to help to retain and develop social workers in Kirklees.

**14.** That proposals for the development of the MASH should consider how best to integrate other partners and agencies, including the third sector, into the work of the MASH.

**15.** That as part of any developing any proposals that have implications for joint working, communication with partners should be a priority to ensure that there is a shared understanding and commitment moving forward.

**16.** That consideration be given as to how the Safeguarding Children Board can engage both formally and informally with councillors to share information and discuss issues, as part of a formal governance review of Children's Services (see also recommendation 27 ).

**17.** That Children's Services positively promotes the "good news" stories arising from Community Hub work to highlight good practice and encourage others to see the advantages of the approach.

**18.** That the Council and its partners should review data and intelligence sharing arrangements as a priority, to ensure that the interests of safeguarding children are put first.

**19.** That there are realistic timescales around how long it will take to embed a new system and ensure staff are competent and confident in using the new software.

**20.** That there is initial close monitoring of the use of system to ensure that the use of the new IT system is successfully embedded into practice and becomes an integral part of process management.

**21.** That there is ongoing monitoring of the performance of the new IT system to ensure that it is meeting the Council's expectations and delivering the prescribed outcomes.

Recommendations continued ..

**22.** That once the IT system is embedded, there should be a review of the performance information available and how that is used to effectively improve the quality of social work in Kirklees, with the aim of maintaining consistent good practice social work and continually looking forward.

**23.** That the new IT system is also used to identify good performance, to feed into appraisals etc. and to be able to demonstrate the difference made.

**24.** The Panel recommends that the Edge of Care model in Kirklees be clarified and enhanced, including consideration of whether good practice from other areas might be effectively adapted for use in Kirklees.

**25.** That as part of clarifying the Edge of Care approach, the role of Schools is considered and schools have the opportunity to be part of the approach.

**26.** That early in 2018, in order to have an independent view of what has been achieved, consideration be given to having a Peer Review of Child Protection Services in Kirklees Council.

**27.** There is a need for better coordination of Children's Services governance arrangements. The Panel recommends that there is a review of governance arrangements within Children's Services to look at the effectiveness of current structures and options for developing a more coordinated and consolidated governance approach.

## Summary of background information

- The Munro Review of Child Protection – Part One – A Systems Analysis - Professor E Munro ( October 2010)
- The Munro Review of Child Protection – Interim Report : The Child’s Journey – Professor E Munro (February 2011)
- The Munro Review of Child Protection – Final Report : A Child-centred System Professor E Munro ( May 2011)
- Working Together to Safeguard Children – Department for Education (Statutory Guidance: March 2015)
- Process chart – mapping the pathways from MASH response and referral to early intervention and targeted support.
- The Kirklees Children’s Continuum of Need and Response (CoNR) Framework (August 2016)
- Child Protection and Family Support - Multi-Agency Referral Form (Revised August 2015)
- Presentation on the procurement exercise for the new IT system for casework management
- Team and Organisational Workforce Structure Charts ( as at September 2016)
- Kirklees Council : Children and Families Service - Practice Standards Manual (March 2016)
- A One Minute Guide – the role of the Advanced Practitioner
- Notes of meetings of Kirklees Children’s Service Development Board
- Briefing paper on Schools and Community Hubs Programme
- Performance Monitoring Summary – Family Support and Child Protection
- OFSTED Inspection October 2011 - Safeguarding and Looked After Children – Summary of recommendations and implementation progress
- Flow Chart describing Intelligence Relationship between Early Help and Social Care ( June 2016)
- Assured Safeguarding and Working Together (Produced by Sector Led Improvement – 2014 )

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**COUNCIL – 18 JANUARY 2017**

**COMPOSITE MOTION – LABOUR AND LIBERAL DEMOCRAT GROUPS (AGENDA ITEMS 15 AND 17)**

To consider the following Composite Motion;

‘This Council is extremely concerned about the on-going crisis in Social Care and Health (via the NHS). This has been caused by unprecedented demand, and unprecedented, chronic underfunding by this Conservative Government.

Starving our social care system of resources puts lives at risk and destroys the quality of life of countless residents of Kirklees.

As local representatives it is our duty to stand up for Kirklees residents and express our deep concern.

The Motion asks that the leaders of all our political groups sign a joint letter to the relevant Secretaries of State, and campaign through local MPs and the LGA, for an adequate funding of social care and the NHS.’

This Council;

(i) notes the Local Government Finance Settlement announcement in December 2016, which will allow councils to raise council tax by up to 1.99 percent in 2017/18 to fund local services without the need for a referendum, and also allows England’s social care authorities to increase council tax by a further 3 percent in 2017/18, with income from the precept being used to spend on social care.

(ii) acknowledges that the additional council tax income will not significantly alleviate the pressure on social care now and in the long-term and the measures outlined in the Settlement fall well short of what is required to protect care services for elderly and vulnerable people.

(iii) is disappointed that the government has not given councils additional money to tackle the shortfall in social care funding, with social care now a national crises.

(iv) notes that the additional flexibility to vary the council tax precept over the remaining years of the Spending Review is not new money and does not address the £2.6 billion funding gap facing social care by the end of the decade. The estimated shortfall in the social care budget in Kirklees is £21million over the next two financial years.

(v) notes that the announcement of additional funding for social care from the New Homes Bonus is not new money, and is instead a redistribution of funding already promised to councils.

(vi) supports the Local Government Association's argument that increasing the council tax precept 'raises different amounts of money for social care in different parts of the country unrelated to need and will add an extra financial burden on already struggling households.'

(vii) is concerned that by bringing forward council tax raising powers in the provisional Local Government Finance Settlement, the government has simply shifted the burden of tackling a national crisis on to councils and their residents. This will increase the tax burden on Kirklees residents by approximately £9 million over two years.



**Name of meeting: Council**

**Date: 17 January 2017**

**Title of report: Regional Issues Working Party**

Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	No
Is it in the <a href="#">Council's Forward Plan</a> ?	No
Is it eligible for "call in" by <a href="#">Scrutiny</a> ?	No
<b>Date signed off by <u>Director</u> &amp; name</b>  <b>Is it signed off by the Assistant Director - Legal &amp; Governance?</b>  <b>Is it signed off by the Assistant Director – Financial Management, Risk, IT and Performance</b>	
Cabinet member <a href="#">portfolio</a>	Not Applicable

Electoral [wards](#) affected: All

Ward councillors consulted: Not applicable

**Status of Report : Public**

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## 1. Purpose of report

To establish a Regional Issues Working Party.

## 2. Key points

At the meeting of Council on 9 November 2016, Councillor Peter McBride reported on the Transport for the North project as part of his responsibilities to report to Council under the Holding the Executive to Account constitutional requirement. During the ensuing discussion there was consensus that it would be useful to establish an all-party forum to provide the opportunity for discussion to take place with a wider cohort of Councillors on regional developments.

This would assist the Leader and other Councillors, appointed to represent the Council at the West Yorkshire Combined Authority and other regional bodies, in formulating a position that best represents the interests of Kirklees and its communities.

**Purpose:**

It is proposed that the Working party will act as a cross party forum for discussing and sharing information on regional infrastructure issues that have long term implication or opportunity for Kirklees.

The Working Party will be advisory and not have any decision making powers. It will help inform the Leader/Deputy Leader and other Councillors who are participating in Regional decision making.

**Membership:**

Leader and Deputy Leader  
Cabinet Portfolio Holder - Economy, Skills, Transformation and Planning  
Councillors who are not members of the Executive on a 2:2:2:1:1 ratio.

**Terms of Reference:**

1. To act as a forum for discussing and sharing information on regional infrastructure issues that have long term implications and/or opportunities for Kirklees.
2. To assist in informing the Leader, Deputy Leader and other Councillors who are participating in Regional decision making, on the best interests of Kirklees and its communities.
3. To provide a cross party opportunity for the raising of issues of concern on Regional issues with the Councils representatives at the West Yorkshire Combined Authority and other Regional Bodies.

**Confidentiality:**

Members of the Working Party will have to abide by the direction provided by Councillors representing the Council at a Regional level together with Officers and maintain confidentiality on issues discussed, due to their sensitivity, on matters such as commercial confidentiality, land acquisition, future development opportunities and bids for funding etc.

**Frequency of Meetings**

The Working Party will meet on a quarterly basis to receive updates on progress on regional activity and will also meet on an ad hoc basis, as and when necessary, to act as a sounding board on key regional issues so as to assist the Council's representatives who participate in regional decision making.

**3. Implications for the Council**

The Working Party will enhance the Councils ability to ensure that its best interests are pursued when decisions are taken that impact on the Council and its communities at a Regional level.

**4. Consultees and their opinions**

Not applicable.

**5. Next steps**

If approved, the Working Party will be established and will commence its work as soon as practicably possible.

## **6. Officer recommendations and reasons**

- 1) That approval be given to the establishment of the Regional Issues Working Party in accordance with the Membership and Terms of Reference as set out in the report.

## **7. Contact officer and relevant papers**

Richard Farnhill, Governance & Democratic Engagement Manager  
Richard.farnhill@kirklees.gov.uk

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## **Principles for Health Services in Kirklees - Informing the Full Business Case Process for Right Care, Right Time, Right Place.**

### **Introduction and Background**

Right Care, Right Time, Right Place (RCRTRP) is a programme led by Greater Huddersfield and Calderdale CCGs to consult on proposed changes to local hospital and community services in Calderdale and Greater Huddersfield. The consultation period ran from March 15 to June 21 this year. On 20 October, the CCGs' Governing Bodies decided to proceed to the next stage to explore implementation of the proposed changes outlined in the recent consultation in a Full Business Case (FBC). It is expected that the FBC will be completed by summer next year and will be developed with partners and key stakeholders.

A cross party working group in Kirklees has created a set of principles that will be the foundation of a health plan for Kirklees. Kirklees Council will be using these principles to consider all health service changes, including those proposed through Right Care, Right Time, Right Place consultation (RCRTRP).

The group stated that it is not immediately clear how consultation proposals to date have addressed every area and in the spirit of partnership working with health partners the group on behalf of the Council would like to provide some further information. The Council will do this in order to gain assurance that the resulting system in Kirklees reflects these principles.

### **RCRTRP Proposals**

#### **CCG PROPOSAL 1**

*"That CRH becomes the single Emergency Centre for the population of Calderdale and Greater Huddersfield. This would include an Emergency Department, Paediatric Emergency Centre and a range of essential supporting acute medical and surgical services and intensive care."*

#### **CCG PROPOSAL 2**

*"To develop Urgent Care Centres on both hospital sites, open 24/7 to provide access to the right advice in the right place first time at any hour of the day and any day of the week. These would be staffed by doctors and emergency nurses, with x-ray and blood testing available. Equipment available in the centres would include a full resuscitation trolley, oxygen, suction and emergency drugs."*

### **CCG PROPOSAL 3**

*“A major new hospital on the Acre Mills site at Huddersfield so that it could become a new hospital dedicated for planned care. This would involve significant investment to provide 120 planned care beds and ten operating theatres (as well as the Urgent Care Centre).”*

### **CCG PROPOSAL 4**

*“To centralise medical and surgical services in a Paediatric Emergency Centre at CRH. So parents and carers who have a sick child would be encouraged to ring NHS 111 for advice and would be directed to the best place for assessment/treatment. This could be a pharmacy for advice on self-care, the child’s own GP practice, an Urgent Care Centre or the Paediatric Emergency Centre.”*

### **CCG PROPOSAL 5**

*“To strengthen community services.”*

## **Council Principles**

### **CCG Proposal 1 – Relevant Council Principles**

- Act positively to combat geographical inequity
- Ensure everyone has access to appropriate clinical support, in a timely manner
- Improve the quality of, and access to, services while reducing variation across them
- Have a workforce that is suitably trained, can span health and social needs and support a 24/7 service, especially first responders
- Help people to understand how to navigate the system. Eg through person centred scenarios

### **CCG Proposal 2 – Relevant Council Principles**

- Eradicate duplication. ‘Do it once and do it right’ approach.
- People receive coordinated care when and where required, as appropriate for their needs.
- Create a clear way for individuals to navigate through services and systems.

### **CCG Proposal 3 – Relevant Council Principle**

- Care and support is centred on the individual

#### **CCG Proposal 4 – Relevant Council Principles**

- Ensure everyone has access to appropriate clinical support, in a timely manner
- Improve the quality of, and access to, services while reducing variation across them
- Have a workforce that is suitably trained, can span health and social needs and support a 24/7 service, especially first responders
- Identify, support, involve and empower people in a caring role

#### **CCG Proposal 5 - Relevant Council Principles**

- Consider current provision of service vs need and effectiveness, as well as having anticipation of future risks
- Use digital technology across organisation to improve outcomes for patients and work more effectively
- Services and solutions are created in partnership with local people
- Support innovation - identifies effective systems, processes and products that meet new or existing requirements, including technological solutions.

Although those principles identified above are key for the specific proposals, we would expect that all the principles are met when the full business case is developed. The remaining ones are as follows:

#### ***The Health System in Kirklees Supports Prevention and Early Intervention***

- Is evidence based in what works including learning from evaluation and feedback from users/communities.
- Ensures everyone has access to appropriate clinical support, in a timely manner
- Improves the quality of, and access to, services while reducing variation across them
- Has a workforce that is suitably trained, can span health and social needs and support a 24/7 service, especially first responders

#### ***The Health System in Kirklees Is Person Centred***

- Supports people to recognise and develop their own strengths and abilities to enable them to live an independent and fulfilling life.
- Provides consistent and appropriate quality information.
- Uses consistent messages and language across services and organisations.

### **Implementation**

A new system for Kirklees needs to be implemented in a way that:

- Changes the relationship between people and the public sector to shared responsibility
- Affords people dignity, compassion and respect and values people for their strengths, gifts, differences and diversity.

### **Recommendations**

1. That Council adopt the principles set out in this paper.
2. That Council ask that the Greater Huddersfield and Calderdale CCGs demonstrate clearly to the council and the public of Kirklees that their final set of proposals accord with the principles that the council has set out in this paper.

Richard Parry  
Strategic Director for Adults and Health  
13 January 2017